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ABSTRACT

Youth unemployment is hardly new, but in the 1980s it poses unprecedented problems because economic growth no longer seems to provide the necessary jobs. Youth labor markets are being stripped of entry-level jobs by new technologies, changes in the global division of labor, and the upgrading of occupational structures. This paper describes government policies and practices on youth in selected countries that have a bearing on the transition from youth to adulthood. Data were gathered in extensive interviews with embassy officials and through analysis of documents provided by them, national education authorities, and the Organization for Economic Cooperation and Development (OECD). The countries surveyed were: Australia; Britain; Canada; Finland; France; Federal Republic of Germany; Hungary; Ireland; Japan; Norway; and Sweden. Findings are presented in the following areas: (1) Demography of Youth; (2) National Policies; (3) Administrative Structures; (4) Education and Training; (5) Socioeconomic and Gender Inequalities; (6) Guidance, Counseling, and Placement; (7) Financial Support; (8) National Service; and (9) Youth Organizations. Data are presented on five tables and three appendices. (BJV)

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Youth Policies and Programs in Selected Countries

August 1987

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by
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Youth and America's Future:
The William T. Grant Foundation Commission on Work, Family and Citizenship

YOUTH AND AMERICA'S FUTURE:
THE WILLIAM T. GRANT FOUNDATION COMMISSION ON WORK, FAMILY AND CITIZENSHIP

When William Thomas Grant established the Grant Foundation in 1936, he sought a better understanding of the ways in which individuals adapt to the vicissitudes of life. Touched in his professional life by the importance of good human relationships, Mr. Grant wished to "help children develop what is in them" so they would better "enjoy all the good things the world has to offer them."

Fifty years later, recognizing the special needs of older adolescents in our changing society, the Foundation's Trustees established **Youth and America's Future** with much the same purpose; its charge is to evaluate current knowledge, stimulate new ideas, increase communication among researchers, practitioners and policymakers, and, thus, to help our nation chart a better future for youth.

The Foundation's President, Robert J. Haggerty, M.D., has described the Commission's unique perspective:

"Against a rising chorus of legitimate concern about the many problems facing today's youth, the Foundation has initiated this Commission on Youth and America's Future to speak in a different voice. It will explore the strengths of America's young men and women, their families and the programs and community institutions that serve them. We adopt this approach not to diminish the importance of the problems that exist, but to learn the lessons of success. The Foundation is confident that this effort to look with renewed respect at youth, where it strides as well as where it stumbles, will help forge the links of understanding and mutual responsibility that make our democracy strong."

The publications in this series have been prepared to inform the Commission and to stimulate its thinking. While the Commission does not necessarily endorse the various findings presented, it does encourage their thoughtful consideration in the interests of American youth.

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Foreword

Increasingly, politicians and the media remind us, we live in an interdependent global economy. What happens in the workplaces of Taipei, Osaka, Milan or Singapore profoundly affects the jobs and livelihoods of American workers in Tampa, Omaha, Memphis and San Diego.

Only recently, however, have Americans begun to be aware of the connection between what happens in the classrooms and employment training programs of a nation and the state of that country's productive capacity, international competitive position, and ultimate standards and quality of life. We now realize that education and employment training—sometimes provided by inadequately funded and poorly articulated institutions—are among the foundation stones of a modern economy.

Recognizing that we live in an interdependent world, in which schools and other youth development agencies are critical to our country's present and future, is a large step forward, but it is only a beginning. We also need to know more about what other countries are doing to mobilize their human resources and, particularly, how they prepare their young to assume responsible and productive roles in society. Studying others helps us to understand ourselves better and can stimulate our thinking about helping our youth to mature successfully as workers and citizens.

As part of **Youth and America's Future**'s inquiry into the state of the nation's youth—and particularly into how we may help young people to derive more satisfaction from their own lives and, in turn, to contribute more effectively to society—we have commissioned a number of Information Papers, of which this is the third. We offer them to the public in the hope that they will lead readers to ponder American policies and practices, to appreciate those which seem to be working well, to strengthen those which are in need of repair and, possibly, to learn from and adapt the experience of other peoples whose devotion to their young is no less than our own. In suggesting such possibilities, we are very much aware that the nature and organization of youth-serving agencies in any country are products of its historical, cultural, and political experience. For example, our federal system, which encourages youth-serving initiatives by three or more distinct levels of government, is quite different from the pattern of government in some other more centralized countries. Therefore, we are not suggesting the direct transfer of others' institutional practices to this country. But we are confident that new thinking can be stimulated through familiarity with youth programs that are different from our own.

We are grateful to Dr. Rosemary George, who assembled, in a remarkably brief period, this admittedly incomplete review of the policies and programs of eleven industrialized nations. Only a veteran of international agencies could have coped with the maze of disparate and non-uniform data, which she so deftly weaves into an informative and useful tapestry. Our thanks, too, to Samuel Halperin and Atelia Melaville of the Commission staff, who edited the manuscript for publication.

As is the case with all Commission publications, there is no restriction on reproduction or distribution by our readers. In the interest of a lively consideration of **Youth and America's Future**, we encourage the free exchange of the information contained in this and other Commission papers. In turn, we would be glad to receive any comments readers may have.

Harold Howe II
Chairperson

Youth Policies and Programs in Selected Countries

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I. Introduction

A. Purpose

Youth's transition to adulthood is currently a topic of great moment—especially in countries faced with high levels of youth unemployment. As concerned Americans attempt to broaden their perspective about the societal implications of this phenomenon beyond the purely economic, it is interesting—and useful—to consider ways in which other nations approach this transition.

The objective of this paper is to provide a descriptive glimpse of governmental policies and practices about youth in selected countries which have a bearing on the outcomes of this transition to adulthood. *Our intent is not to pass judgment about any particular approach, but rather to present information which will enable the reader to make his/her own comparison with policies and practices in the United States.*

B. Focus and Format

If getting a job is the most recognizable badge of adult status, preparation for work is a crucial aspect in the broader process of becoming an adult. It is critical, especially in times of structural economic change, to explore fully all the possible ways in which this transition can be made less difficult.

The Overview section of the paper offers generalizations based on these assumptions, using examples from various countries to highlight varying approaches. The Country Profile section presents, in brief, some salient features of different "systems" or "traditions." The main focus is on postcompulsory education and training arrangements for those who are not collegebound. Higher education policies, while important to employment preparation, are not given full treatment in this paper as that is not the focus of **Youth and America's Future**'s inquiry.

C. Methodology

This paper reviews government youth policies and practices in 11 countries: *Australia, Britain, Canada, Finland, France, Germany, Hungary, Ireland, Japan, Norway and Sweden*. These countries lend themselves to comparative analysis because they are all highly industrialized, have experienced substantial growth in the service sector, show a convergence of occupational patterns, have a high proportion of female employment, and, in many cases, have had to adjust to an enlarged minority or foreign population.

With regard to educational systems and employment practices, these countries exhibit wide differences in laws, institutions, and practices. Although the countries vary little as far as legal age of leaving compulsory schooling—15 or 16 in all countries—they differ considerably in actual enrollment patterns and in kinds of education provided.

The countries studied have diverse types of schooling, including one country in which upper secondary education has a large vocational element (Sweden), one in which apprenticeship and a part-time school system play the major role (Germany), and others in which the choices vary, but where an academic upper secondary education predominates over vocational (e.g., Japan, Britain, Australia), as in the United States.

Materials for this paper were gathered in extensive interviews with embassy officials and through analysis of documents provided by them and national education authorities. These publications varied considerably in both nature and extent of coverage about specific topics. Sources used for each country are listed at the end of each profile. The Overview section draws heavily on Organization for Economic Cooperation and Development (OECD) reports and studies. (See listing in Appendix A)

—Rosemary George

ROSEMARY GEORGE *is president of Worldwide Associates, an international consulting firm specializing in planning for education and training. Her B.A. and M.A. were earned at Stanford University, her Ed.D. at Harvard. Dr. George's 20-year career with the U.S. government and the United Nations included the post of deputy director of training at the International Institute for Educational Planning of UNESCO in Paris. There she planned, conducted, and evaluated training programs to improve government managers' capacity to prepare children and youth for adulthood. She also has developed and administered education and training programs at the Department of Health, Education and Welfare and managed national evaluations for the U.S. General Accounting Office to determine economy, efficiency, and effectiveness of social programs. Her ten years abroad included service as Peace Corps Volunteer in Ghana and Peace Corps Director in Cameroun.*

II. Overview and Highlights

A. Background

Youth unemployment is hardly new, but in the 1980s it poses unprecedented problems because economic growth no longer seems to provide the necessary jobs. Youth labor markets are being stripped of entry-level jobs by new technologies, changes in the global division of labor, and the upgrading of occupational structures.

Concerned with the likelihood of high and persistent youth unemployment, OECD has devoted considerable resources over the last several years to examining policies and arrangements for human resources development of the youth population. A glance at the titles of reports resulting from these studies is illustrative (Appendix A).

B. Demography of Youth

By the mid-1980s the number of young people age 15-24 in OECD countries was more than 120 million—17% of the total population, with wide variations by country. What these young people are *doing* also varies—by country, by age, by social class, by gender. Nonetheless, *a 15-year old male or female in an OECD country is overwhelmingly likely to be in school as a result of two interrelated trends that have affected every OECD country in the present century: the withholding of large numbers of young people from full-time employment and the extension of years of schooling.*

When young people do leave school, by far the majority enter the labor market, but their chances of obtaining employment vary. Those under age 19 face unemployment rates of as much as 25% (France or Britain) and about 4% (Germany or Japan); those over 20 have a much lower risk of unemployment. Racial minorities fare worse at every age—their unemployment runs as high as 50% in Britain and Australia.

Available data show further that the experiences of young people are both common and dissimilar. Almost all go to school to the required age, but many leave later, and with different results. Almost all get a job by age 25, but the likelihood of unemployment varies by age of school leaving, social class, and, to a lesser extent, gender.

C. National Policies

Most OECD countries have a philosophical outlook toward youth which is quite different from that in the U.S. Their emphasis seems to be a positive and conscious one—focused on overall youth development. Their interpretation of the "social contract" leads to fairly comprehensive government initiatives. They tend to see the problem and the solution as part of a bigger picture, and realize that they must deal with a larger set of "social pathologies." This kind of perspective is reflected in recent adoption of a *National Youth Policy* in several countries.

It is still true, however, that most government policies have concentrated on the transition into employment, because a job is crucial to adult status. *What these national policies all have in common is the realization that those who fail to establish or maintain positions in the workforce will be severely disadvantaged. Ireland* is a case in point. With a national unemployment rate of 17%—considerably higher for youth—there has been major impetus to design programs which will keep Irish youth from emigrating. The urgency of this situation has given rise to many innovative schemes, funded by a special 1% Youth Employment Levy to support substantial employment training programs.

In addition to *Hungary*, where "there is no unemployment because the right to work is guaranteed by the government," the *Scandinavian* countries have adopted a "youth guarantee" which entitles young people age 16-17 to "youth jobs," assigned to them by the school system, if they do not opt for further education or training, which also is guaranteed and supported by the state.

D. Administrative Structures

Location of responsibility for youth affairs at the national level generally reflects the emphasis a country places on matters affecting youth. In some countries, the Ministry of Education has primary jurisdiction, while elsewhere the Ministry of Labor figures more prominently. A Ministry of Youth and Sport is not unusual. Actually, there appear to be as many administrative arrangements as there are countries. To cite a few:

- In *Canada*, the Minister of State for Youth is located within the Ministry of Employment and Immigration, which administers the Canadian Jobs Strategy program, because the government feels that "the overwhelming challenge facing youth is meaningful employment." That minister also is responsible for "providing needed government-wide coordination on all matters related to youth." Education is the primary responsibility of the respective provinces.

- In *Britain*, the Youth Service Unit was established in the Ministry of Education and Science in an attempt to improve youth services. A National Advisory Council for Youth Services, composed of representatives of major youth organizations, provides advice to various ministries on the scale and direction of youth service activity. The Council for Education and Training in Youth and Community Work was created in 1982.
- In *West Germany*, the Federal Ministry of Youth is assisted in policy formulation by The Working Party of the Supreme Youth Departments, German Federated Youth Council, German Sports Council, Standing Committee on Political Education, Federal Association for Cultural Youth Work, Federal Association of Socio-Educational Programs for the Young, and the Federal Advisory Committee on Youth Problems.

E. Education and Training

The many styles of preparation for work in other countries differ considerably in terms of objectives, content, and duration. *Education and training usually is provided by some combination of traditional education, labor market authorities, and employers*. The arrangements for these provisions vary from country to country in important respects. For example:

- The dominant pattern in *Japan* is to prepare youth for employment in a wide variety of occupations through extended periods of *general* education. High rates of participation in higher education followed by training on-the-job characterize this approach.
- In *West Germany*, preparation for employment is based heavily on occupation-specific apprenticeship and vocational training starting at a relatively early age.
- In *Britain*, general education ends at an early age for most young people, and more advanced general and technical education is reserved for a smaller portion of the population, with the rest picking up skills through work experience. This pattern is changing, though, as an increasingly larger share of school-leavers not going on for higher education are acquiring vocational and job readiness skills through extended manpower programs.

One way to look at these different arrangements is in organizational terms. *There are three principal institutional sectors for providing education and training as preparation for employment: a schooling sector, a manpower program or employment training sector, and a private enterprise sector*. Although all three sectors are not always present in any one country, at least two usually are. Relative importance of the different sectors varies, with the manpower sector frequently expanding as an alternative to the schooling sector. In terms of expenditures and share of Gross Domestic Product (GDP), however, the schooling sector still commands the lion's share of resources, as shown in Table 1.

A 1986 OECD report, *Facets of the Transition to Adulthood*, identifies selected innovations in 18 countries. The list itself offers the flavor of these innovations and illustrates that countries are looking beyond traditional approaches and are in the process of redefining education and training:

- Education for Family Life: Finland

TABLE 1
COMPARISON OF EXPENDITURES AND SHARE OF GROSS DOMESTIC PRODUCT FOR MANPOWER PROGRAM AND EDUCATION [1]

	Public Spending on Non-Formal Education and Training[2]		Educational Spending	
	(Year)	% of Gross Domestic Product	(Year)	% of Gross Domestic Product
Belgium	(1982)	.13	(1982)	7.3[3]
Denmark	(1983)	.40	(1980)	6.6
France	(1982)	.25	(1981)	5.2
Germany	(1984)	.40	(1982)	4.6
Japan	(1981)	.51	(1982)	5.1
United Kingdom	(1982)	.38	(1982)	5.2
United States	(1980)	.21[4]	(1980)	5.8

(1) OECD Education Committee. *Educational Costs, Expenditures and Financing: An Analysis of Trends*. Statistical Annex, Part II. Paris, 1986.
(2) Includes publicly-funded employer-based training as well; these are provisional estimates subject to revision.
(3) OECD, *National Accounts*. Paris, 1984.
(4) U.S. Department of Labor. *Employment and Training Report of the President*. Washington, D.C., 1981.

- Dealing with Drop-outs: Italy
- Helping Youth into Business: Britain
- Half-Way to Work: Norway
- Search for a New Formula: France
- Action at the Local Level: Spain
- Enterprise in Education: Sweden
- Taking on Responsibilities for Others: Portugal
- Learning from the Backward: Germany
- Diversification in an Educational Conglomerate: The Netherlands
- Participation in the Process in Which You're Involved: Australia
- Moment Musical: Switzerland
- First Steps in Political Education: Belgium
- Holidays in Business: Canada
- The Youth Factory: Yugoslavia

Schooling Sector

Common to all countries, the schooling sector is the mainstream institutional base for providing compulsory and post-compulsory (including higher) education in a formal, structured setting. It encompasses those institutions that are typically the responsibility of state or national education authorities. It is large in terms of the resources it commands (Table 2), the number of students it enrolls, and the number of students it employs.

Two variations in patterns are relevant for comparative purposes. One is overall levels of attainment or retention in all kinds of schooling, and the other is balance among different kinds of schooling—usually broken down between general, technical and vocational.

Table 3 summarizes levels of retention for 16-19 year-olds in all forms of schooling in OECD countries. Table 4 ranks 18 countries according to enrollment rates for each age group.* As indicated, the U.S. ranks second in retention of 16 year-olds (behind the Netherlands), third in retention of 17 year-olds (behind Japan and Germany), and seventh in retention of 18 and 19 year-olds.

Table 5 shows distribution of enrollments in higher education by the percentage of the age group in the respective countries.

These tables present a composite picture of remarkable diversity in enrollment patterns paradox. *Those countries that consistently have the highest enrollment rates over all ages are those that might be characterized as the "purest"—predominantly vocational* (e.g., Germany) *or predominantly general* (Canada, Japan, U.S.) even where secondary education does not necessarily lead to higher education.

"Mixed" systems ("traditions" might be a better term) seem to be weakest with regard to enrollment rates. For example, Australia and Britain consistently appear as countries with lower enrollment rates. The bulk of countries

*The 16-19 age range is used not only because even crudely comparable data on older age groups is unavailable, but also because this age range covers the period when compulsory education usually ends. As such, it provides a useful picture of the transition phase between compulsory and post-compulsory schooling, giving some indication of participation in education and training that goes beyond the level of basic competencies.

TABLE 2
TRENDS IN THE PERCENTAGE OF GROSS DOMESTIC PRODUCT ALLOCATED TO PUBLIC EDUCATION [1]

Percentage

	1965	1970	1975	1976	1977	1978	1979	1980
Germany, West	3.0[2]	3.7	5.1	4.8	4.7	4.7	4.6	
Australia	3.5	3.5	6.2	6.2	6.4	6.1	5.9	
Austria	3.6	4.6	5.7	5.7	5.5	5.7	5.5	5.5
Canada	5.3	8.1	7.2	7.3	7.6	7.3	7.0	7.0
Denmark	5.8	6.9	7.8		6.6	6.1	6.1	
Spain		1.8	1.8	2.0	2.1	2.3	2.7	2.6
United States	**5.3**	**6.5**	**6.5**	**6.5**	**6.3**	**6.6**	**6.4**	
Finland						6.3	5.6	5.6
France	3.4	3.7	3.1		3.5		3.7	
Greece		2.1	1.9	1.8	2.1	2.4		
Italy	4.7	4.0	4.5	4.7		4.6	5.1	
Japan	4.1	3.8	5.3	5.3	5.4	5.7	5.8	5.9
Netherlands	5.7	6.7	8.2	8.0	8.0	8.1	8.1	
United Kingdom	5.1	5.2	6.3	6.1	5.6	5.4	5.5	
Sweden	5.9	7.7	7.1	7.4	8.3	8.7	9.0	9.1
Yugoslavia	4.0	4.6	5.0	5.1	5.2	5.5	5.3	

(1) Total public educational expenditure (including subsidies to private education). Source: OECD
(2) 1967.

TABLE 3
ENROLLMENT RATES IN FORMAL EDUCATION, BY AGE

(Full-Time and Part-Time*)

	16 Years			17 Years			18 Years			19 Years		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Australia (81)	78.8	75.7	77.3	65.7	52.6	59.2	52.6	32.4	42.0	45.7	29.0	37.4
Austria (81)	89.2	86.1	87.1	89.8	77.4	83.7	86.7	70.1	76.5	62.8	41.2	45.6
Belgium (82)[1]	87	86	86.5	74	78	75	56	58	57	41	44	43
Canada (81)			88.6			71.6			42.1			30.0
Denmark (80)			86			68			61			50
Finland (78)	86.8	88.2	87.5	73.1	77.8	75.4	53.4	64.5	58.8	27.4	41.4	34.5
France (81)	82.8	85.0	83.9	65.5	72.3	68.9			45.2			30.0
Germany, West (81)	92.4	91.7	92.1	91.7	86.8	89.3	75.9	67.1	71.9	47.9	43.9	45.9
Italy (81)[2]	79.1	58.6	69.1	83.2	56.7	70.3	64.8	37.3	51.3	39.1	19.3	29.4
Japan (80)[3]	93	95	94	93	95	94						
Netherlands (82)	98.3	97.3	97.8	87.3	82.1	84.7	68.7	57.0	62.8	51.2	36.1	43.7
New Zealand (82)			74.4			46.5			32.6			30.9
Portugal (77)			39.2			35.0			34.5			27.8
Spain (80)	53.1	53.7	53.4	49.2	50.9	50.1	36.5	37.7	37.1	27.3	27.7	27.5
Sweden (80)[4]	87.0	87.8	87.4	77.7	79.0	78.4	43.4	46.3	44.7	21.6	25.7	23.5
Switzerland (83)	91.1	80.4	85.9	89.0	73.8	81.6	82.6	63.1	73.1	62.9	42.3	52.8
United Kingdom (81)	64.3	72.0	68.0	53.5	52.0	52.8	43.5	30.2	37.0	32.4[5]	24.3[5]	28.5[5]
United States (82)	**95.0**	**93.6**	**94.3**	**87.9**	**86.2**	**87.1**	**56.6**	**52.9**	**54.7**	**41.1**	**42.6**	**40.9**

*Including apprenticeship, but not Italy.

(1) Source: *Standing Conference of European Ministers of Education*. National Summary. 1983 (mimeo).

(2) Higher education not included; regional vocational training is included.

(3) Statistics from the Ministry of Education. Figures refer to the proportion of young people completing lower secondary education (approximately 99 percent of the cohort) who continue to upper secondary level. Participation rates for 17 year-olds are similar to those of the 16 year group given the very low drop-out rate in Japan.

(4) Including the different types of adult education. (Figures provided by national authorities).

(5) 19 and 20 year-olds.

Source: Except where otherwise stated, OECD, *Educational Trends in the Seventies*. The age refers to the beginning of the academic year. Completed with information provided by national authorities.

TABLE 4
RANK ORDER OF COUNTRIES BY ENROLLMENT RATES

(same data and years as in Table 3)

	16 year-olds	17 year-olds	18 year-olds	19 year-olds
Australia	13	14	12	8
Austria	8	5	1	3
Belgium	10	9	6	5
Canada	5	10	10	..
Denmark	9	13	4	2
Finland	6	8	5	9
France	12	12	11	11
Germany, West	4	2	3	6
Italy	15	11	8	12
Japan	3	1	..	..
Netherlands	1	..	3	4
New Zealand	14	17	16	10
Portugal	18	18	15	14
Spain	17	16	13	15
Sweden	7	7	10	16
Switzerland	11	6	2	1
United Kingdom	16	15	14	13
United States	**2**	**3**	**7**	**7**

in between have schooling systems that are not as purely vocational or general as those countries with higher retention rates. Nevertheless, they do feature a range of provisions that allow enrollment in some kind of education or training *well beyond the compulsory level*. France, for instance, offers both vocational training and higher education. Sweden guarantees education places through age 18.

The extended mixed systems also frequently include school-to-work transition programs and other activities permitting alternation between education and working life. They allow young people, in effect, to combine education in the schooling sector with work and thus defer leaving the schooling sector.

TABLE 5
DISTRIBUTION OF ENROLLMENTS IN HIGHER EDUCATION, BY AGE

Percentages[1]

			Under 20	20–24	25–29	Plus 30	Unknown
Australia	1983	(Univ.)	27.1	31.6	14.9	26.3	0.2
	1983	(Non-Univ.)	29.6	25.6	14.0	29.4	1.4
Austria	1983	(Total)	12.5	49.8	24.7	12.9	
Canada	1983	(Univ.)	14.1	42.3	16.5	25.2	1.9
Denmark	1984	(Univ.)	4.1	42.1	28.4	24.7	
	1985	(Non-Univ.)	3.3	63.7	22.8	12.3	
Finland	1983	(Univ.)	4.8	45.6	29.4	20.3	
	1983	(Non-Univ.)[2]	2.4	55.8	26.3	15.6	
France	1982	(Univ.)[3]	21.3	44.7	19.3	14.7	
	1982	(Non-Univ.)[4]	51.5	45.5	2.1	0.9	
Germany	1983	(Univ.)	3.9	52.1	31.2	12.8	
	1983	(Non-Univ.)	29.8	40.3	12.8	2.1	15.1
Greece	1981	(Univ.)	30.3	52.7	9.4	4.1	3.5
	1981	(Non-Univ.)	54.7	41.0	3.0	1.3	
Ireland	1983	(Univ.)	45.3	45.5	5.3	3.9	
	1983	(Non-Univ.)	36.3	46.6	9.1	8.0	
Netherlands	1983	(Univ.)	13.3	47.6	24.6	14.5	
	1983	(Non-Univ.)	17.0	44.0	15.8	16.3	6.9
New Zealand	1983		33.3	42.6	10.1	13.9	
Norway	1981	(Total)	5.0	50.9	25.2	18.9	
Portugal	1982	(Total)	12.3	55.5	17.6	14.5	
Spain	1981	(Univ.)	25.4	47.9	11.1	7.5	8.1
	1981	(Non-Univ.)	28.4	43.9	9.8	2.4	15.4
Sweden	1975	(Total)	15.6	36.5	22.6	24.4	0.9
Switzerland	1983	(Univ.)	15.5	50.3	21.8	12.4	
	1983	(Non-Univ.)	6.5	53.6	23.0	16.9	
United Kingdom	1981	(Univ. only)	34.7	45.7	8.6	11.0	
United States	1982	(Total)	25.8	38.4	15.1	20.7	
	1981	(Univ.)	24.1	40.8	14.5	20.6	
	1981	(Non-Univ.)	32.9	29.6	13.2	24.3	
Yugoslavia	1980	(Univ.)	17.8	61.2	12.2	8.7	0.2
	1980	(Non-Univ.)	18.5	47.4	18.1	15.9	0.1

(1) Figures may not add to 100 because of rounding.
(2) Includes below first degree courses provided by universities but excludes all non-university institutions.
(3) Universities only
(4) IUT's or Postsecondary Technical Institutes
Source: OECD

2. Manpower Program Sector

This sector consists of *shorter term interventions, usually under the control of labor market authorities*. This second major sector for the provision of education and training, while not as universal as the schooling sector, is remarkable for the rate of growth it has enjoyed in countries where it has been embraced as a major public strategy. The reason for targeting on young people has been *to compensate for what often has been seen as inadequacies in the schooling sector which have contributed to record high levels of youth unemployment*.

It should be noted that several countries—principally Germany and Japan, where youth unemployment has remained low relative to other OECD countries—have opted for retaining traditional arrangements. *Germany* has trusted in continued evolution of the schooling sector—including the dual system of apprenticeship training and vocational education—as the principal means for sustaining and raising qualification levels.

In most other countries, however, particularly those with high youth unemployment, the response has been to turn to the manpower program sector as a major source of education and training. Except for job creation programs, these ventures have proved the most costly in terms of public outlays.

Complementarity between manpower programs and schools has varied. Consistently a factor in creating alternative institutional bases has been disenchantment with conventional arrangements—curricula, instructional techniques, performance assessment. For example: In the mid-1970s, *Australia* launched a community-based scheme as part of its youth initiative—outside the usual bureaucratic mainstream. *Britain* similarly tapped non-school resources to a great extent in building up its infrastructure for delivering education and training services. In Britain, the Youth Training Scheme is evolving into a complement to secondary schools, serving school-leavers who do not go on for higher education.

In recent years, the pattern for these alternative institutional bases has become that of providing less and less education and training themselves and, instead, acting as purchasing agents or brokering agents for arranging enrollments in state-supported technical or vocational institutions (Australia, Britain, Sweden). The community-based alternative organizations now act, in essence, more as collecting points and clearinghouses with regard to school provision of education and training, while providing a range of collateral support and job placement services.

These countries also purportedly have made strides in the better coordination of activities in the schooling and manpower program sectors. These have included supporting more labor market-oriented preparation in the schooling sector and joint planning by both sectors of certain education and training activities.

Illustrations of current programs are found in the individual country profiles in Section III.

3. Employer-based Training

It is clear that employer (or enterprise) education and training is becoming more and more important. Variations from country to country with regard to the content and level of education and training provided by enterprise derive from differences in the culture and traditions of different national labor markets, relationships among government/enterprise/workers, and the varying roles of government.

Enterprise education and training appears to be most fully developed in Japan where the training system that has supported the post-war Japanese economic growth has been on-the-job training. *A well-established procedure assures that youth move from school to work in as smooth a transition as possible. Then youth become part of the enterprise*. Specifically:

- In *Japanese* firms, the organization of work and methods of production tend to revolve around the flexible worker. The skilled worker, able to perform in a variety of capacities, is integral to enterprise flexibility. Education and training by the enterprise provides the mechanism that allows workers to be fully productive in different jobs. The combination of high internal mobility and long job tenure with a single firm means that employers can enjoy higher expected returns from such human development concentration.
- In *Scandinavia*, there is also a strong emphasis on enterprise-based education and training, but it is based on a broader, more interventionist government role. In Sweden, this function has been supported in part by wage taxes.
- *Germany*'s enterprise education and training is dominated by the apprenticeship system. This well-developed system absorbs 60% of all school leavers and pays 94% of all non-school training expenses. Training youth for employment is considered a "sacred obligation" of the enterprise system as well as a normal cost of doing business (at least among larger firms).

Another way in which enterprises tend to interact positively with schools is in the staging of "work experience" programs for students still in school. *Examples of work experience strategies exist in virtually all OECD countries*. One such scheme is described in the profile on *Sweden*, a

country particularly active in the 1980s in implementing education and training reforms.

Whatever else can be said about the wide variety of work-oriented programs, it is true that young people have consistently expressed satisfaction—even enthusiasm for them—compared with opinions expressed by others involved in the process. Although evidence does not seem to be available to support their claim, many young people believe their chances of finding employment are increased by being in these programs. They also claim the experience helped them to make better vocational choices or has boosted their self-confidence in looking for a job or holding it.

Whatever the pitfalls of work experience programs, they seem to constitute a unique channel of communication between the world of work and youth in general, especially for those who have rejected formal educational methods and institutions. They also give much greater visibility to the link between school and work.

F. Inequalities

An authoritative international survey of youth at work (a 1983 study directed by Professor Beatrice Reubens) established that "*educational attainment, in all its ramifications, emerges as a major determinant of initial job distributions and a powerful life-long influence on career progress.*" It is important, then, to look at educational attainment of two groups which traditionally have suffered from inequality: (1) the socio-economically disadvantaged, and (2) girls and women.

1. Socio-economic

According to OECD's quantitative analysis of a decade of educational trends, published in 1984:

> *Glaring differences in educational enrollments and attainment between the most and least privileged strata of society remain an evident feature of all OECD countries, despite the educational expansion and reforms of recent decades . . . Educational expansion may have achieved the laudable aim of opening access for the less advantaged to higher levels in education systems, but the reality is that their more privileged contemporaries also have taken increasing advantage of the new opportunities.*
>
> *In other words, there is no necessary link between educational expansion and the achievement of greater equality of opportunity; indeed, the declared aim of greater equality appears sometimes to have been a convenient pretext for attracting bigger resources. This suggests that the rhetoric about equality must be carefully distinguished from concrete action . . .*
>
> *This is not to suggest that no progress has been made in reducing socio-economic disparities in educational enrollment and attainment; but such progress as has been made was, at best, modest and in any case defies simplistic quantitative demonstration.*

2. Gender

Despite advances made so far, OECD reports make it clear that educational equality between the sexes is also far from being realized. Information contained in OECD's quantitative analysis of a decade of educational trends (1984) documents this situation:

> *During the compulsory cycle of schooling, the distribution of enrollments by gender simply reflects the fact that there are slightly more male than female births. However, whenever there is institutional differentiation at the lower secondary level, girls are almost everywhere more numerous than boys in general education tracks and less so in vocational education tracks.*
>
> *At the upper secondary level, female participation rates have only marginally risen since 1975, except in those countries where they were particularly low. In Japan, the rate has fallen. . . In most countries girls are over-represented in the general education tracks but under-represented in full-time technical and vocational tracks. They are greatly under-represented in part-time vocational education and in apprenticeship training.*
>
> *Whereas the overall rate of entrance to the university and non-university sectors has slackened, the proportion of women entrants continues to increase, but at very different speeds according to country. For the last recorded statistical year, the percentage of women in full-time attendance at the undergraduate university level was no more than 22% in Japan. On the other hand, it was 47% in Canada (and the U.S.).*
>
> *However, the net increase in overall female participation in higher education is not reflected in an even distribution across disciplines: two to four times as many women as men embark on literature studies or education. By contrast, the admission rate of women in technological disciplines is very low—at best no more than 10%. By 1982 in Canada (and the U.S.) only one engineering student in 10 was a woman. At the post-graduate level the female participation rate is much lower.*

The results of the international survey of youth at work (1983), cited above, found that "job differences between male and female youth are sharp and persistent . . . *Young females hold different and often inferior jobs to those of young males, measured by occupational status, earnings,*

on-the-job training, hours, and job-changing [emphasis added] . . . Further, the type of educational and vocational preparation of a majority of youth is directly associated with sex differences in initial jobs."

Some countries have introduced positive measures to improve the balance between the sexes in vocational and training opportunities. For instance:

- In *Canada*, annual targets have been established for the enrollment of women in skill courses for traditionally male-dominated occupations, and the provinces are encouraged to make pre-trade training programs available for women. For example, in Manpower Training Programs in Ontario, Manitoba and Saskatchewan, 6-8 week courses are designed with both classroom and practical experience to orient women to non-traditional occupations as a preparation for regular trade training courses.
- In *France*, as in several other countries, women are the majority of job seekers (52%) and represent 60% of unemployed youth under 25. Their participation in training courses is low (29% in 1980). Therefore, at the initiative of the Ministry for Women's Rights, the Ministry of Training has asked the provincial governors "to bear in mind that priority of access to courses should be given to girls and women and should as far as possible be raised in each region to 60% of the total number of trainees." This recommendation is expected to encourage not only the opening of new training traditionally dominated by men, but also the provision of a wider range of courses and wider access to training, notably in new technologies.

G. Guidance, Counseling, Placement

In most countries studied, some form of counseling takes place in the schools. Professional counselors may perform this function, or it is handled by trained teachers. In *Japan*, it is most often left to the homeroom teacher. Usually, such counseling is focused on assisting with the most immediate decision. In *Germany*, a critical juncture is the choice by 10 year-olds of the type of schooling which will follow their basic primary preparation.

Career guidance available in secondary schools varies considerably. In many cases, information about occupations is supplemented by opportunities to experience the working world firsthand. In *Sweden*, through "Practical Working Life Orientation," students spend 6-10 weeks in a variety of firms. In *Canada*, "Job Exploration by Students" is aimed at students who are questioning whether to continue in school or to stop. Youth in *Britain* can receive career advice from counselors at youth centers located in or near their schools.

National Employment Services figure prominently in responsibility for vocational guidance and placement. *Ireland*'s National Manpower Service offices located throughout the country are staffed by placement and occupational guidance officers to assist youth in their job search. *Australia*'s Commonwealth Employment Service accounts for 20% of all job placements. Other examples:

- At 400 *Canadian* Employment Centers youth can take aptitude and interest tests. A new computerized system then permits applicants to enter information about their interests, skills, and educational backgrounds, and receive suggestions for careers. Job vacancies of all kinds are listed.
- *Germany*'s Federal Employment Services, with offices throughout the country, in addition to providing vocational counseling for individuals, also uses such methods as group discussion with lectures and films and meetings with parents. Students can visit Self-Information Centers to peruse documents and audio-visual materials and take career suitability tests. Publications are distributed free and teachers can borrow audio-visual materials.

Japan stands out in terms of placement strategy with its job referral system. Vocational guidance and placement for new graduates—high school or university—is based on close cooperation among schools, employers, and the employment service. The process begins with companies determining their manpower needs and communicating with school officials through the Public Employment Security Office (PESO) operated by the Ministry of Labor. Potential candidates then are screened to fill the job vacancies. There is little direct application by students to employers. This approach is considered successful because of active involvement of employers, trust among employers, schools, and PESO officials, the focus on entry-level jobs for youth, good communications, and emphasis on opportunities in small and medium businesses.

H. Financial Support

Compulsory education is financed by public authorities and governmental bodies take measures to assure that children and youth are financially able to fulfill this required schooling obligation. In *France*, for example, the government assists families who otherwise would not be able to meet costs associated with sending their children to school, such as the cost of transportation between home and school. In 1984-85, through the National Secondary Education Scholarship Fund, lower secondary education students received 29% of scholarship monies, upper secondary students, 18%, and vocational education students, 39%.

In many countries, families traditionally receive child allowances to offset the expense of child rearing (e.g., Britain, Canada). In *Germany*, families receive tax-free

child benefits under the General Child Benefit Act, which covers all children under 16 as well as youth between the ages of 16-27 who are still in school or vocational training. In some cases, unemployed 16 and 17 year-olds are eligible.

In *Hungary*, assistance provided for youth is extensive, including study aids and scholarships, medical treatment, books, and day care for children of students. Bank loans are available for those with expenses in connection with establishing a family. A series of incentives, such as free housing and higher salaries, are offered to young professionals to entice them to accept jobs outside Budapest. Preference in higher education placement is accorded to those who prepare themselves in scarce skill areas.

In most countries, the cost of higher education, provided virtually free to students, is financed almost totally by the government. Britain is one country which lately has been exploring other formulas for financing higher education. (In January 1987, a high-level delegation visited the U.S. to study the American system of student loans as a possible alternative to the outright grants and living allowances which have long characterized British and European higher education practice.)

I. National Service

Most countries in the sample have compulsory military service for young men (e.g., Finland, France, Germany, Hungary, Norway, Sweden). Representatives of these countries indicated that *the armed forces play a key role in preparing youth for adult roles*. In addition to knowledge and skills needed for military purposes, young men also acquire experiences and technical skills that can be useful in civilian life. In *Norway*, employers are required to rehire youth following their required period of service. In some instances, options are available which permit young men to select non-military types of service, but this usually is connected with religious beliefs (e.g. France).

Community service activities, when they are organized for youth, seem to take place within the club structure (see next section). In *Britain*, however, numerous organizations promote volunteerism among youth. Community Service Volunteers encourages young people to help others and find new ways of tackling social problems. These volunteers work full-time on projects for periods ranging from four months to a year. Volunteers receive lodging, transportation and pocket money. International Voluntary Service arranges volunteer work in Britain, international work camps, and developing countries.

J. Youth Organizations

Generally operating outside the realm of formal schooling, a broad range of organizations cater to youth's social, cultural, political, and recreational needs. These nongovernmental organizations are encouraged by the various governments, as they are perceived as performing functions which supplement and complement the aims of society for youth. In some instances, activities of these organizations are subsidized through government grants. Some examples:

- In *Finland*, communal youth boards, which operate a broad range of free-time activities, including street work, training, sports, hobby activities, and outdoor recreation, are subsidized by government at 20-65% of operating costs. Youth organizations are consulted on all proposals for youth policy reforms and their representatives take part in reform planning.
- In *Japan*, where participation in group activities is considered a very important way of building character, the umbrella group representing 25 major youth organizations with a total of over 15 million members—the National Council of Youth Organizations—is promoted and assisted by government. The National Assembly for Youth Development is another major coordinating organization. Japan also has an extensive international youth exchange program conducted by the government and voluntary organizations.
- In *Norway*, youth organizations are very active; 90% of 14 year-olds and over 80% of 16 year-olds are members of some kind of organization. In order of preference, sports clubs are most popular, followed by recreation, choirs, and religious clubs. The government particularly supports sports organizations and funds recreational facilities for communities.

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III. Country Profiles

AUSTRALIA

National Policy and Administration

Youth have been recognized as a client group with special needs requiring special help since 1977, when the Office of Youth Affairs was established in the then Department of Environment, Housing and Community Development. Today, the Office of Youth Affairs is part of the Department of the Prime Minister and Cabinet. It is responsible for coordinating Commonwealth policies and programs affecting youth and plays an important role in coordinating with State, Territory and local governments on youth issues.

The Office of Youth Affairs has initiated a three-year youth service development strategy to improve the quality, coordination and relevance of youth services. Additionally, it has organized a national pilot program to fund a variety of community organizations or government authorities to enable interested young people to undertake voluntary community service work.

Administration of Education

Australia spent $11.4 billion (5.8% of its GDP) on education in 1983-4. The governments of the six Australian States and the Northern Territory have the major responsibility for education, including the administration and substantial funding of primary, secondary and Colleges of Technical and Further Education (TAFE). The Commonwealth Government is directly responsible for education in the Australian Capital Territory and a few small external territories. The Commonwealth provides supplementary finance to the States and is responsible for total funding of the universities and Colleges of Advanced Education (CAE). The Commonwealth also is involved with initiating and coordinating policy and in maintaining national perspective. The Commonwealth can make grants to the States and is empowered to place conditions on such grants.

Education

School-based education traditionally has embraced liberal and humanistic goals directed to the development of the whole person without much direct connection between these goals and the needs of the workforce. Only recently has it been accepted that effective education leads to economic success. This belief has grown as Australia's reliance on agricultural exports has waned.

School attendance is compulsory between the ages of 6 and 15. Primary schooling lasts for 7 or 8 years and emphasizes basic language and literacy skills, simple math, moral and social education. Secondary school continues a general program of education.

In 1981, over 90% of both males and females remained at school until at least Year 10 (age 16). In 1981, roughly 42% of all students remained in school until Year 12 (age 18). These were the more academically-inclined students. In 1983, 41% of all Year 12 students went on to higher education. According to an OECD study, Australia ranked 13th among OECD countries for enrollment rates of 16 year-olds; 14th for 17 year-olds; 12th for 18 year-olds; and 8th for 19 year-olds. The Commonwealth Government has pointed out that workforce needs are changing and that senior secondary and tertiary institutions of education need to respond to these needs. In particular, it has been realized that a greater proportion of the workforce than before will be required to learn more complex skills at the postsecondary level in order to cope with the impact of new technologies in the workplace.

One result of this awareness has been the development of the Participation and Equity Program (PEP) for secondary schools and Technical and Further Education (TAFE). Instituted as a response to the concern that more young people should continue with post-compulsory education and training, these programs encourage youth to continue their education and ensure more equitable educational outcomes for all young people. Grants are made to the States and Territories for activities directed toward meeting these objectives.

Postsecondary Education and Training

Australian students in postsecondary training pay no tuition. Postsecondary education and training is offered by three types of institutions:

1. Colleges of Technical and Further Education (TAFE) offer a very wide range of vocational and non-vocational courses. Courses may be designed to supplement previous training, provide specialized instruction in particular aspects of job skills, offer pre-vocational training prior to employment,

etc. The schools are Government-administered and State-funded. In 1981, more than 11% of all 15-19 year-olds and 5% of all 20-25 year-olds were enrolled in TAFE colleges. In 1983, the total enrollment for persons 15-24 was 407,173.

2. University enrollees usually have completed a full secondary education. Universities offer professional tertiary training in the usual fields. In 1981, 3.5% of all 15-19 year-olds and 4.7% of all 20-25 year-olds were enrolled. Most enrollees were full-time; females predominated in the 15-19 group, males in the 20-25 group.

3. Colleges of Advanced Education offer a broad, comprehensive system of tertiary education complementary to, but different from, university education. Enrollees generally have completed a full secondary education. Courses offered in CAEs are frequently vocationally-oriented and therefore less theoretical and academic than university courses. CAEs also have a commitment to part-time study, many offering "sandwich" courses—periods of full-time study associated with periods of full-time employment. In 1981, 4% of 15-19 year-olds and 4% of 20-25 year-olds were enrolled in CAEs, mostly on a full-time basis.

Government Manpower Programs and Financial Assistance to Youth

In mid-1984, 288,900 persons ages 15-24 were unemployed, representing 47.8% of all unemployed persons.

By age group:

15-19	21.0%
20-24	12.5%
15	31.3%
16	25.8%
all ages	8.6%
25 plus	6.0%

A wide range of government programs are designed to ease the transition from school to work and to encourage skill training. One emphasis of these programs is on wage subsidy schemes. Aimed at assisting disadvantaged, unemployed youth, about 30% of youth placements in 1980-1981 were in wage subsidy schemes. Junior wages have been increasing compared to adult wages in recent years, but this has not prevented employers from wanting to hire youth, presumably because of Government wage subsidies for some manpower training programs.

More recently, there has been a greater emphasis on improving basic employability through special vocational education courses. In 1982, the Federal Government aided about 10% of the youth labor force (15-24) with program assistance disproportionately concentrated on 16 and 17 year-olds.

Several types of financial assistance also are available to youth or their parents, including unemployment benefits, payments under government manpower programs, benefits for tertiary education, and family allowances.

Unemployment benefits ranging from $A36/wk. for single 16 and 17 year-olds to $A58/wk. for those 18 and over have no prerequisite of employment and are of unlimited duration, i.e. welfare payments. In 1982, one-quarter of a million income units headed by someone aged 15-24 received income from government cash benefits.

One theory regarding the effect of unemployment benefits for teenagers is that they have caused unemployed teenagers to shun part-time work since their benefits would be correspondingly lower. In so doing, they opened part-time work to students and increased the teenage labor supply.

Community Employment Program

The Office of Youth Affairs has used resources available through the Community Employment Program to create temporary jobs for youth. This project received a Commonwealth grant of $1.42 million, which employed youth for between 35 weeks and one year in centers around Australia. It encouraged and assisted specific groups of disadvantaged young people to participate in International Youth Year activities. The target groups of disadvantaged youth included women, Aboriginals, ethnics, the mentally and physically handicapped, and youth from remote or isolated areas.

Guidance and Counseling

School counselors provide career guidance to young people at school. The Commonwealth Employment Service, the job placement agency of the Federal Government, provides vocational guidance to young people and accounts for about 20% of all job placements.

A 1977 survey showed that over 50% of all schools had a "work experience" program for students, involving short-term or OJT work experience (usually unpaid), job observation, and community service projects.

Government Transition from School to Work programs are directed at increasing employability by improving basic literacy, numeracy and job skills. Participants are paid an allowance while attending courses at TAFEs. Pre-apprenticeship courses also are aimed at helping young people move from school to work. The participation rates in these last two schemes have been low, however. In 1980-1981, young people beginning these two plans accounted for only 2.5% of all youth placed in Federal manpower training programs.

Training and the Private Sector

As in Germany, the major responsibility for developing skilled workers belongs to industry through the apprenticeship system. Apprenticeship training is a combination of OJT and in-school training frequently provided at TAFEs. Apprenticeships are formal, legal contracts between the apprentices, their parents/guardians and the employer.

Forty percent of male school-leavers enter apprenticeships, while relatively few females do so. Most apprenticeships last four years and are concentrated in seven trade groups. Three groups—metals, electrical and building—account for 70% of all apprenticeships. Hairdressing predominates for females.

Additionally, the Australian Traineeships System was instituted to seek improvements in non-trades employment training. Under this system a combination of on and off-the-job training is provided. The system is administered and funded by the Commonwealth and State/Territory Governments and was initiated in consultation with industry, unions, youth, the education sector and training providers.

Provision for Aboriginal Needs

The Commonwealth Government has undertaken special measures to meet Aboriginal needs at the early childhood, school, and post-school levels. These include enclave arrangements in tertiary schools, TAFE programs designed to meet Aboriginal needs, and support for Aboriginal independent schools. Special student financial assistance is also available. A recent review of Aboriginal employment and training programs resulted in recommendations to place a greater emphasis on the private sector, on Aboriginal business enterprises, and on promoting and encouraging Aboriginal economic activity.

Employment Status of Women

Female junior earnings were not increasing as male junior earnings were until equal pay for women was effected in the 1970s. Females also have narrower occupational opportunities and lower wages than do males. According to the most recent available statistics, females, aged 15-24, working in sales, averaged $64 a week less than their male counterparts, while female clerks averaged $40 a week less. Across all levels of educational attainment and occupations, young women, on average, earned significantly less than their male counterparts.

Equal proportions of men and women were studying full-time, but men outnumbered women two to one as part-time students. The cause, it is believed, is that the majority of these part-time students are in apprenticeship programs and are male.

Part-time employment is frequently regarded as more insecure, intrinsically lacking in job satisfaction, and not part of a career ladder. In 1981, 62% of all part-time work by youth was by females. Females represented only 41% of full-time work.

National Service/Community Service

Proposals for a national youth service have been made recently but have been rejected, for the moment at least, by the Government. Advocates see the service as an opportunity to provide some skills and help needy groups, while opponents believe that the skills acquired would be of only minimal use in the long term.

Youth Organizations

The Government's Program of Assistance to Youth Organizations provides grants to youth organizations which are composed of or provide services to young people. The purpose of the grants is to help organizations extend services, broaden participation of young people in management and decision-making, and improve the planning, coordination, quality and relevance of their activities.

While it is clear that there is a voluntary youth sector to which, for example, the Office of Youth Affairs gives considerable attention in terms of coordination and project initiation, the sector does not appear to play a role of any consequence in the preparation of youth for work. Certainly such organizations provide an opportunity for young people to exert leadership, cooperate with others, and get a better look at the adult world. However, they do not appear to go the extra step in becoming clearinghouses for job placement or for the acquisition of training (as is increasingly the case in Britain).

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BRITAIN

National Trends and Policy

Britain's total work force is approximately 27 million—60% of the total population over age 16. Of this work force, 23.7 million are employed while 3 million are unemployed. Unemployment is on the rise, especially for youth. **In 1983, 25% of youth under the age of 25 were unemployed.** This unemployment rate is fast approaching twice that of the population as a whole. The government is fully aware of the extent of this problem and for the past 10 years has been implementing various initiatives and schemes to improve the situation.

For education, a 1985 white paper entitled "Better Schools" proposed new policies for raising standards in schools. Four targeted areas are: school curriculum, examinations, teaching quality, and school government. These changes are intended to better prepare Britain's youth for gainful employment.

The government encouraged establishment of the British School of Technology, which is an independent education center to promote the teaching of technology in secondary schools and colleges. Started in 1984 at a cost of 2.5 million pounds, this institution has as its goal helping local school authorities to provide more vocational education. It also provides assistance in training teachers.

In 1986, in response to a need for a major reform of the system of vocational qualifications, the Technical and Vocational Educational Initiative set up a National Council for Vocational Qualifications, some of whose goals are:

- that access to vocational education and training start at school
- that opportunities and choices in vocational education and training be greater and of better quality
- that a structure of recognized qualifications be created

Another major step toward solving the unemployment problem of Britain's youth was the establishment, in 1983, of the Manpower Services Commission's Youth Training Scheme (see "Training" below).

Finally, in response to social problems of youth, a review group was established in 1981 to examine youth services and clubs in Britain. The report offered suggestions on how central and local government and private voluntary organizations could ensure that youth service was better planned and managed to meet present day needs. A Youth Service Unit also has been established at the Department of Education and Science in an effort to improve youth services.

Administrative Structure

The Secretary of State for Education and Science administers programs addressed to many youth issues. In addition, there is a National Advisory Council for Youth Services of England and Wales. This Council provides advice to ministers and others on the scale and direction of youth service activity. Another institution concerned with youth is the National Youth Bureau. This is a national resource center for information, publications, training, and research and development for youth services.

A recent addition (1982) is the Council for Education and Training in Youth and Community Work. Its primary goal is to undertake the professional endorsement of full-time, part-time, and in-service training courses.

Education

Education is provided free and is compulsory for ages 5-16. The responsibility for the provision of education is decentralized into the hands of local education authorities. In 1985-86, 13,600 million pounds or 10% of the general government expenditure went to education. More than four-fifths of this was provided by the local authorities. 40% of 3-4 year-olds attend pre-school. First school serves youngsters between 5 and 8, 9, or 10 years old. The next level is middle school, serving 8-14 year-old youth. Basically, two kinds of schools are supported by public money, county schools and voluntary schools, run under the auspices of religious organizations. Altogether 9.9 million youth study in 36,500 schools.

Currently, about 90% of secondary school pupils attend comprehensive school. These schools provide a wide range of secondary education courses and are open to students regardless of ability or aptitude. The remaining 10% of secondary students attend "grammar" schools, admittance to which is through a selection process beginning at age 11.

In the past, 16 year-old students were required to take one of two exams, the General Certificate of Education (5 subject, 0-level) or the Certificate of Secondary Education exam. An additional two years of study culminated in the General Certificate of Education-Advanced (A-level) exam. Students passing 2- 3 subjects on the A-level exam could be admitted to universities or other institutions of higher education, as well as professional training programs. The number of students passing these exams has increased considerably in recent years. In 1983, 10% of pupils passed 5 or more subjects on the 0- level exams and 17% achieved at least one subject on the A-level exams. Incidentally, more girls than boys sit for A-level exams.

A recent change in the examination system results in only one exam being offered to 16 year-olds. This new exam measures absolute and nationally determined standards of performance rather than relative standards among candidates. The objective is to bring 80-90% of all pupils to the level achieved by average ability students.

In 1986, a new qualification was initiated. The Certificate of Pre-Vocational Education is now available for 16 year-old pupils who wish to continue in full-time education for another year in order to prepare for work or vocational courses. Additionally, large numbers of school-industry link schemes have been established recently to improve the liaison between schools and the world of work.

Postsecondary Education

The government considers that access to higher education courses should be available to all who can benefit from them and who wish to do so, provided that the benefit derived is sufficient to justify the cost to the taxpayer. Postsecondary education in Britain takes several forms: university, polytechnic or college (many are subject specific, i.e. art, teacher training, agriculture). The number of students able to study at any of these institutions is growing. From 1980-81 to 1982-83, 51,000 more students were served. This is in part due to a 1982 three-year initiative to expand higher education and research in electronics, engineering and computer science. In 1985 an additional 50,000 places were provided.

As of 1984, 13% of 18 year-olds entered full-time higher education courses. That same year 972,000 students were pursuing full-time higher education studies, 292,000 at the 47 universities, 274,000 taking advanced courses at colleges, and 406,000 taking non-advanced courses. Non-advanced courses (A- level standard or below) are provided by 740 colleges which have strong ties with commerce and industry. Part-time students taking non-advanced courses often do so through "day release" or "block release" from employment. Full-time students might choose "sandwich courses," alternating full-time study with on-the-job training.

At Britain's Open University there are no formal qualifications for registration. Courses are offered on radio, television, and at numerous study centers. In 1985, there were 120,000 Open University students.

Training

Most occupational training in Britain is carried out and funded by employers, but recent government initiatives have shown that it is aware of the need for more job training and is willing to become involved. In 1984-85, the government spent over 2,000 million pounds on employment and training measures. Nearly 700,000 people benefited.

The Youth Training Scheme is one example of the government's commitment to improving the youth unemployment situation. This scheme guarantees one full year's vocational training to every 16 year-old school leaver who cannot find a job. The program integrates training and planned work experience, with at least 13 weeks in off-the-job training. Trainees receive a weekly allowance and nearly 60% go on to work; 10% pursue further training or education. One million youth have entered the scheme since 1983.

Some other new programs developed to help the unemployed include: Enterprise Allowance—a plan to encourage people to start their own businesses; Job Splitting (job sharing)—employers receive a grant when unemployed persons are hired; Job Release—allows for early retirement if the employer replaces the retiree with an unemployed person; Voluntary Projects—the unemployed person can become involved in voluntary work and still receive unemployment benefits.

A non-profit organization called Community Industry is involved with training and jobs for personally and socially-disadvantaged youth 17-19 years old. Projects which are of benefit to the community provide jobs for youth.

Community Service

Numerous organizations promote volunteerism among Britain's youth. Many religious groups encourage youth to become active in the community by volunteering at hostels for the homeless, day centers for the elderly and day nurseries. Practical conservation work is also available. Several organizations offer youth an opportunity to help others both on a national and international level.

Community Service Volunteers, established in 1962, encourages young people to find new ways of tackling social problems. Around 2,000 youth a year work full-time on projects throughout Britain for periods ranging from four months to a year. These volunteers receive lodging, transportation, and pocket money. This organization also operates an advisory service for teachers and other adult youth workers to help them develop community service projects.

International Voluntary Service (IVS) arranges volunteer work in the community in Great Britain, in international work camps, and in developing countries. Volunteer Service Overseas (VSO) has been sending volunteers, mostly teachers, to 35 countries for 25 years. 20,000 volunteers have served in VSO.

Youth Organizations

The National Association of Youth Clubs is an umbrella organization with 730,000 members in nearly 6,500 clubs.

Britain has Boy Scouts, Girl Guides, Red Cross, religious youth groups and active YMCA groups. The YMCA is the largest volunteer provider of sports and leisure facilities and hostel accommodations in Great Britain.

Local authorities run youth centers at or near schools. Here the emphasis is on activities such as sports, games, arts and crafts, and drama. Counselors and tutors are available. In recent years, due to the large numbers of unemployed youth, some of these facilities are open all day. Youth can get career advice and general support at these centers. Other assorted youth groups include the Young Farmers' Club, the National Union of Students (1.2 million members), and the Youth Hostel Association with 252,000 members, two- thirds of whom are under 25. YHA provides travel and adventure holidays.

Finally, the British Youth Council is a national forum for youth membership, with representatives from national voluntary youth organizations. The purpose is to advance the interests and views of young people and to find ways for them to participate in society at both a national and local level. Topics of major concern to youth are central issues to this organization. This Council represents British youth internationally in the European Youth Council.

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CANADA

National Trends and Policies

Youth between the ages of 15 and 24 comprise 18.6% of Canada's 25.4 million population. Although the overall employment rate fell to 10.2% for 1985-86 from 11.2% the previous year, the proportion of unemployed youth was higher.

Because the government feels that "the overwhelming challenge facing youth is meaningful employment," considerable attention is directed toward efforts which will assist youth in preparing for entry into the job market. Various approaches are described in sections which follow.

A major initiative launched in mid-1985 has important implications for youth's transition. The Canadian Jobs Strategy, according to Canadian government source documents, "represents a complete redesign of the government's labor market programs and a fundamental change in the way Canada develops and invests in its most important resource—individual Canadians." Programs associated with this Strategy address particular needs: job development, job entry, skill investment, skill shortages, community futures, and innovations.

In contrast with this centralized employment policy and program, the Constitution Act of 1982 recognizes no federal presence in education. Each province has executive constitutional responsibility for education within its boundaries. Distinct provincial educational systems differ, then, in organization, policies, and practices.

As far as the role of youth in determining policy about youth is concerned, the U.N-proclaimed International Youth Year in 1985 provided an opportunity for participation of youth in a consultative process. An Advisory Committee of 24 representative young Canadians, appointed by the Minister of State for Youth, conducted a series of regional forums which gave youth an opportunity to discuss issues of concern. The resulting report prepared for the Minister identified specific concerns such as education and employment, but also described general frustrations about their lack of participation and role in society. Included was a series of 78 specific recommendations in the areas of education, employment, peace, social issues, native youth and youth participation.

Administrative Structure

The importance of youth as a population subgroup is accorded recognition in the federal governmental structure through a Minister of State for Youth. This Minister reports to the Minister for Employment and Immigration, who heads one of the government's principal agencies. The Minister of State for Youth is responsible for "providing needed government-wide coordination on all matters related to youth."

In the absence of a federal education agency, a group which addresses educational matters is the Council of Ministers of Education. Created by the provincial departments of education, it provides a means whereby the provinces can consult and cooperate in matters of mutual interest and concern in education.

National Policy and Administrative Structure

(Development of this section awaits receipt of materials requested from Canada's Minister of State for Youth on

December 9, acknowledged December 22, 1986. See correspondence attached to this section).

Education

Canada's education system is very similar to that of the U.S. Each province has its own department of education which has delegated the responsibility of providing education to local school boards. The federal government provides education for native peoples and military dependents. In 1982-83 an estimated 66.8% of all educational spending went to elementary/secondary education—5.4% of GNP.

Schooling is compulsory in every province for about 10 years. Many local authorities provide one to two years of pre-school. Students enter elementary school at age six or seven and can leave secondary school at 15 or 16. The most common grade structure is 6-3-3, (6 years elementary, 3 years junior high school, 3 years senior high school), or alternatively, 8 years of grade school and 4 years of high school. Other variations exist.

In the past, secondary education was offered in secondary schools and vocational schools. Students who desired a strict academic education attended secondary schools. Recently, secondary schools have broadened their offerings; students can choose from either academic or vocational courses.

Basic school and student statistics for the 1982-83 school year are as follows:

Level	No. of schools	Full-time students	Expenditures
Elementary/secondary	15,500	4,983,000	$19 billion
Post-secondary	260	722,100	8 billion
Universities	65	426,400	5.7 billion
Vocational training			1.6 billion

Postsecondary Education

In the 1960's, "post-secondary, non-university" institutions began to develop. Previously, most Canadian universities were private, many with religious affiliations. These new institutions allowed for larger numbers of youth to obtain further education; enrollment doubled between 1961 and 1971. At present, students desiring further education have several choices:

- universities—degree programs in arts and sciences, also graduate degrees
- liberal arts colleges—smaller institutions, with undergraduate degrees
- theological colleges—independent institutions granting degrees only in religion and theology
- other specialized institutions—offering degree programs in a single field, e.g. engineering, art, education

Of full-time students, 60% attend universities. There are no entrance examinations and bachelor degrees are awarded after three to four years of study. In 1982-83, the estimated expenditure for universities was $5.7 billion—$3.9 billion coming from provincial grants and $727 million from the federal government. Student fees were $559 million, or 10% of revenues.

Community colleges and other postsecondary institutions offer a variety of college-level programs, including applied arts and technology, agricultural technology, paramedical technology and registered nurses training programs. Not all community college programs require a high school diploma. These schools are increasing in popularity; five times the number of full-time students pursue courses in trade, technology and general interest courses on a part-time basis.

Training

Vocational education is available through a number of channels. Apprenticeship programs which provide on-the-job training and classroom instruction are one choice. Due to a shortage of technical manpower in the 1950's, the federal government gave each province funds for vocational training. The Technical and Vocational Training Act of 1961 encouraged the provinces to further extend and improve vocational education facilities. Other trade courses, usually of one year's duration, require the completion of ninth or tenth grade for admission. They might be conducted at the trade divisions of community colleges, at provincial trade schools, at private business colleges or through on-the-job training programs.

Canada offers an assortment of training opportunities to youth. Some take the form of summer work programs. These programs give students an opportunity to acquire experience in a chosen field. One of these, the Canada Summer Youth Employment Program, has two major components—Young Canada Works and Youth Job Corps. Young Canada Works stresses creation of employment that will enable students to contribute to community needs and facilitate their future access into the job market. The Youth Job Corps offers both summer and longer term employment. Youth acquire training and experience working on federal projects.

Information about these programs is available at the more than 400 Canadian Employment Centers. These centers list job vacancies of all kinds and have job counselors available. Aptitude and interests tests enable job seekers to locate reasonable possibilities. A new computer system permits applicants to enter information about their interests, skills, educational background, and then receive suggestions for careers.

Other ways exist for students to determine career possibilities. Job Exploration by Students is a program for

high school students who are questioning whether to continue on in school or stop. In this program, they get to experience the working world first hand.

Students who have left school and who are unemployed are eligible to enter the Canada Manpower Training Program. They must have been out of school for one year and must be one year older than the school-leaving age in that particular province. It must be determined ahead of time that training will increase their employment prospects or earning capacity. Participants receive either a training allowance or unemployment insurance.
Other training schemes include:

Canada Manpower Industrial Training Program: The federal government and employers make a contract. Employers are reimbursed for the direct costs of off-the-job training and a portion of the wages paid to a trainee.

Job Experience Training: Designed for 15-24 year-olds who are unemployed and have been out of school for between three and 36 months. The government helps to pay their wages for up to 26 weeks. The youth are provided with pre-employment orientation sessions, such as how to have a positive work attitude and how to keep a job.

Small Business Intern Program: Businesses are encouraged to hire recent university graduates. The federal government will pay 50% of the intern's salary for the first 12 months.

Employment Tax Credit Program: Employers receive between $1.50 and $2.00 an hour as a tax credit for each new job created. In the program's first year, 55% of the people served were under 25.

Mobility Scheme: Provides financial assistance to unemployed and underemployed people (18 years old and up). This money enables them to extend their job search to other geographical locations in Canada or can be used for relocation expenses for a new job.

Military

The Canadian Armed Forces tries to develop good citizenship, promote leadership skills, and stimulate interest in the Armed Forces through its army, navy and sea cadets programs. Regular officer training programs offer university scholarships for up to five years of undergraduate study, especially in the science and engineering fields. Trainees must make a four- year commitment to serve. Post-graduate programs are the Dental Officer Training Program and the Medical Officer Training Program.

National Service

Canada offers its youth various opportunities for both national and international service. On the national level, Katimavik provides youth (17- 21) with an opportunity to engage in energy conservation, environmental protection or work with the elderly, handicapped or young children. Groups of 30 youth, usually one third French-speaking, join efforts on three successive three-month projects, each in a different province. Volunteers are given $1 a day and an honorarium of $1,000 upon completion.

Canada World Youth offers a chance for service both in Canada and abroad. Youth, 17-20 years-old, work side by side with youth from a developing country for three months in each country. Food, transportation and accommodations are provided by the organization.

Canadian Crossroads International is an organization which strives to foster international cooperation and understanding through work in the international development area. Volunteerism, 19 years or older, work in a third world country for up to four months. They receive no pay, and are, in fact, expected to pay 20% of the cost. Some funding is received from the government.

Canadian University Service Overseas (CUSO) provides professionally and technically qualified Canadians with challenging overseas development work. CUSO pays for transportation, insurance and medical coverage, but the host country pays the volunteers a salary comparable to local salaries.

Youth Organizations

Various national youth groups exist, including the Boy Scouts, Girl Guides, the 4-H, the Rotary Club, and the Canadian Hostelling Association. The Secretary of State runs an educational exchange program for 14-22 year-olds. Open House Canada offers youth the opportunity to visit different regions of the country. Through reciprocal group visits of five days or more, the participants study the economic, political, cultural, historic, and geographic aspects of the communities in which they live and those where they visit.

Allowances

The Canadian Secretary of State makes available student loans for postsecondary education. Students may borrow up to $900 a semester, with the maximum set at $9,800 for a degree. The loan is procured from a bank but the government pays the interest until six months after study has been completed. The borrowers have up to 9-1/2 years to repay the loan. Since its inception, one million

students have benefited from the program. (In 1982-83 over 184,000 students received $308 million dollars in assistance.)

Youth 12 to 21 desiring national travel are eligible for a 40% discount on Air Canada.

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FINLAND

National Policy

According to the Finnish definition, youth policy means the "orientation and implementation of societal policy with a view to assisting the growth, development, livelihood and influence of young people." There is no law specifically on youth, but Finland has a well-defined youth policy with two goals: (1) to make sure the needs of the young are taken into account in all societal planning and decision-making, and (2) to coordinate the authorities and others whose actions affect the young, so as to eliminate discrepancies, competition, and overlap. The objective is to solve the social problems of the young in a comprehensive and direct manner, rather than in a piecemeal fashion.

Youth policy is given such a high priority that it has been suggested this coordinating function be elevated to the Prime Minister's Office.

There are over 750,000 young people aged 15-24 in Finland—about 16% of the total population. This proportion represents a falling ratio which peaked at 19% in 1970. There are about 400,000 young people aged 15-24 in the labor market—16% of the labor force. It is just as common for young women to work as it is for young men. With regard to unemployment, abrupt changes in Finland's occupational structure have hit the young and inexperienced very hard. In 1983, there were about 45,000 unemployed and an unemployment rate of over 11%. People under 25 accounted for about 30% of those without work.

Administration

Planning and coordination of youth policy are the responsibility of the Ministry of Education and the State Youth Council (SYC). The Ministry is charged with the control and supervision of youth work and policy and SYC is its expert body. This Council is made up of representatives from the Ministries of Education, Interior, Justice, Labor, Social Affairs, and Health and the Environment. These members are appointed by the Government after consultation with interest groups. Subordinate to the Ministry of Education are the Provincial Boards (11) and Communal (local authority) Youth Boards. Every commune (445) has a youth board responsible for youth work in its area. There is also the Sports and Youth Department which reports to the Ministry of Education on sport and recreational activities for youth.

The specific duties of the above-outlined Organization of Youth Administration are: general planning and development of youth work, subsidies to youth organizations and communes, supervising provincial and communal youth boards, youth research, planning and construction of youth premises, youth travel, international youth work, vocational training of youth workers.

Education

The Finnish school system has been reformed with educational equality in view. There is now a uniform comprehensive school system. Compulsory education lasts nine years and is divided into a six-year lower (primary) level and a three-year upper level. It is free of charge to all students.

Secondary education includes both an upper secondary school and vocational education. The upper secondary school is a three-year general education whose function is to prepare students for higher education. In practice, however, less than 50% of those finishing upper secondary school move on to higher educational institutions. The number of pupils entering upper secondary schools from compulsory schools is increasing, with nearly 50% of compulsory school graduates continuing at the secondary level. Curricula at both the comprehensive and senior secondary school include working life familiarization.

Vocational education is provided in the form of 25 general basic lines and a few special lines. There are both compulsory and elective periods offered to all students; and most study the same subjects in their first year. The most significant change in vocational education has been a substantial increase in the liberal arts subjects included in the curriculum.

Vocational guidance is the responsibility of the Ministry of Labor and covers nearly all youths at the comprehensive and senior secondary schools and many of those at vocational training establishments. Guidance is offered in classes taught by vocational guidance teachers which also entitles a job applicant to a detailed consultation with an expert in fields under consideration, accompanied by psychological and medical tests as necessary.

About 50% of vocational trainees and 66% of university students receive loans. Grants were awarded to 50% of the university students and 75% of the vocational trainees in 1983. Study costs are further reduced by social services such as subsidized meals, free books and rooming allowances.

Training

There are two types of vocational institutions: vocational schools, which provide training in skilled manual labor, and vocational institutions which prepare students for managerial tasks and planning. Studies in vocational schools last about two years with studies in the institutes usually lasting 3-5 years. Not all school-leavers are able to enter the vocational training institutes they desire and one aim of the Government is to quantitatively increase training so as to satisfy full demand by 1988. Another reform goal is to create and open educational routes to the institute level and from there upwards to higher education, an option foreclosed in many other countries.

There are many measures designed to provide employment relief for young people. These include the intensification of temporary vocational training, subsidies for youth employment, lengthened duration of vocational training and curriculum development, and the reduction of the employers' compulsory pension insurance for young employees. Measures implemented with a view to increasing work-training include a system of training contracts. According to this system, introduced in 1984, vocational institutions and employers can make a contract on practice job teaching, training, or on-the-job training. Employ-

ers who have entered into such contracts receive a government subsidy.

The central measure of the Government's youth employment policy is its Youth Guarantee system designed to ensure job training or practical training for all persons under 25. Special units were set up in labor exchange offices in 1984 to improve service to youth. Using apprenticeship funds and "initiation support," the main aim was to improve young people's opportunities to enter the open job market, with the emphasis on conventional training and labor exchange services.

Based on the success of the Youth Guarantee system, the Government has extended the guarantee to training for 16 and 17 year-olds. The purpose of this guarantee is to provide all young people leaving comprehensive school with further education either at a secondary educational institution, in apprenticeship training or in the supplementary year of comprehensive school. The key aim is to develop and expand apprenticeship training as an alternative to institutional vocational training.

The Government also offers an employment subsidy to local governments to provide the first job for all 18 and 19 year-olds who have been unemployed for over three months and for whom no other employment opportunity has been found.

Private Employers

Finnish employers claim that their firms currently average three days of training for their personnel per year. Finding in-house training insufficient for their needs, the Central Organization of Finnish Trade Unions made proposals during the last round of collective bargaining in 1986 on instruments to deal with the introduction of new technology, training and re-training needs. One of their proposals was the establishment of a development and education fund. Firms would pay into such a fund which would then give loans or direct assistance for upgrading of skills.

Employers have been reluctant to approve such a fund, and instead took up the idea of promotion of vocational education and training at the enterprise level through increased government aid. The outcome of the negotiations was embodied in the following joint recommendations: (1) vocational education and training aimed at needs arising from introduction of new technology should be introduced, and (2) training should be given at least 16 hours per year for each worker whose employment has lasted at least one year.

Military

Conscription for male Finns starts at the age of 20. It lasts eight months for privates and 11 months for officers, non-commissioned officers and specialists. Civilian service, chosen by 2.3% of the age group, takes 16 months. Every year 35,000 men are trained.

Youth Organizations

Finland has a large number of youth organizations. What is unusual about the Finnish Youth Policy system is the large role these organizations play in formulation and implementation of Government policy. For example, they are consulted on all proposals for youth policy reforms, and their representatives take part in reform planning.

Communal youth boards run a broad range of free-time activities including street work, training, sports, hobby activities and outdoor recreation. All youth organizations at all levels are heavily subsidized by the Government. The national budget includes an annual grant for communal and district level organizations and subsidies are available which cover 20-65% of operating costs of these organizations.

Finland also has an active international youth movement which focuses on three themes: detente and disarmament, international solidarity, and establishment of the New International Economic Order. The main responsibility for international youth work lies with the Ministry of Education and the State Youth Council. Communal youth boards also maintain international relations primarily through their Twin Tower exchange program. The representative body in charge of coordinating at the national level is the National Committee of Finnish Youth Organizations which has 56 organizational members. At the international level, priority is given to pan-European and Nordic youth cooperation.

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FRANCE

National Trends and Policy

Of youth (ages 16-25) in France, 33.1% are in school, 36.1% are part of the work force, 17.4% are unemployed, 2.9% are in the national service, and 2.5% are in apprenticeships. Unemployment among youth constitutes a serious problem. While only 8% of the work force, youth constitute 28% of job seekers. Of the unemployed, 60% are female; they also remain on the National Employment Agency's roster longer than males. Half of unemployed youth are those who have left school without skills or qualifications. One third of school leavers come to the job market with no school certificate.

The Government is cognizant of the extent of youth unemployment and has suggested several measures to ease this problem. Termed "solidarity contracts," approaches include job sharing, a combination of part-time work with job training, and a gradual increase in both hours of work and salary, a combination of part-time work with job training, and a gradual replacement of retiring persons with young people.

Other initiatives dating from 1983 include an employment-guidance contract wherein employees may take work hours (up to 30) for vocational assessment and guidance sessions organized by the French National Employment Agency or the Adult Vocational Training Association, and a training scheme wherein the employer is partially funded by the government if the trainee has been unemployed for over a year.

In another effort to improve the preparation of youth for entrance into the work force, the French education system expects to make computer science available at all levels. It will be an elective course in high school and, in 1988, a Baccalaureate exam will be available for the first time.

Another objective is to increase from 30% to 80% the percentage of students who obtain a Baccalaureate degree. This ambitious increase may be possible given creation of a new professional Baccalaureate degree in 1985. Students will attend regular schools until age 15, then study for two years in a technical school for a professional diploma and two further years for a Baccalaureate degree.

Since 1981, in an effort to help reduce the failure rate in schools, "priority zones" are established in specific geographic areas where failure is high. A plan of action is developed, tailored to the specific needs of that area. Once the goal is achieved, the "priority zone" disappears.

Finally, educational projects are encouraged, including efforts to make classwork more active and concrete. Other projects, specifically designed for after school hours, are offered in response to the educational and cultural needs of youth. Funding is available from a number of sources through state subsidy, school budget and the allocation of supplemental teaching hours.

Administrative Structure

Despite actions by the Government in recent years to promote decentralization, education in France remains highly centralized. Besides the Ministry of National Education, other jurisdictions have responsibility for youth: Ministry of Social Affairs and Employment and the Secretary of State to the Prime Minister for Youth and Sport.

Education

Education accounts for 18% of the 1985 national budget. Education is compulsory for ages 6-16, but 100% of 5 year-olds are in school as well. According to a 1985 study, 34% of a student population entering school at age 6 will take the Baccalaureate exam, with a pass rate of 28%.

Children 6-13 years old attend primary school for 27 hours a week. Lower secondary school (college) follows primary school, attended by 70% of 13-15 year-olds. A "lycee" or professional school claims 41% of the 15-16 year-olds for 28-33 hours of instruction per week. A recent change has been to place students in mixed ability classes, as opposed to tracking them by level. Supportive teaching is available for slow learners or gifted and talented students.

At the "college" level three institutions exist in the school system to help develop the child's personality to the fullest extent possible. These are school youth clubs, sports associations, and information and documentation centers.

Basic student and school statistics show the following:

Level	No. of students	No. of schools
Vocational secondary	853,000	2,334
Lower secondary	3,474,000	6,839
Upper secondary	1,189,000	2,354
Training centers for apprentices		500

At the secondary level, each pupil's future course of study is planned not only by the student and his/her family, but also by a council. This council is made up of teachers, counselors, two parents' delegates, two pupils' delegates, a social worker and a nurse. If a family doesn't agree with the proposal of the council, it can be appealed.

Those interested in a strict academic course of study attend a "lycee." Some lycees offer post-baccalaureat courses in preparation for admittance to a "grande ecole" (prestigious professional school). Admission is granted based on high-level competitive examinations.

Vocational Education

Students interested in pursuing vocational training have several options. At the "lycee" level, there are professional schools. These offer pre-vocational classes to help students choose an occupation by informing them about several branches of professional activity and allowing them to test their aptitude. An alternative for those who already have chosen a profession is preparatory apprenticeship classes. These divide the students' time between school and a company or factory where they do occupational training.

After two or three years of training, students can be awarded one of two different types of diplomas. The B.E.P. is awarded for professional skills not in a specific trade but for one professional, industrial, commercial, administrative, or social sector. Of 46 specializations, 38 are industrial and eight service-oriented. The second type of diploma is the C.A.P. This is more specialized, i.e. for a skill in one particular trade. Of the 260 specializations, 233 are industrial and 27 are service.

A technical baccalaureat degree is awarded for general knowledge and vocational training. This requires five years of study after the "college" level and leads either to higher education at a university or to a technical career. Finally a post-baccalaureat course of study is available which involves two years of study, the end product being an Advanced Technical Diploma.

The French education system offers correspondence courses for young people prevented from attending school because of health, family or distance, and to young workers who wish to complete their education.

Training

Most training is school-oriented, although apprenticeships are available and training centers exist. Recent proposals concerning training include "alternating training," a scheme whereby students receive training at firms between short courses of academic study.

School-leavers with no skills can receive training under a Basic Vocational and Social Contract. The trainee is paid 10% of the legal minimum wage by the state, and another percentage by the employer. The amount paid by the employer increases every six months if the trainee stays in the same firm.

Financial Aid

Financial aid is available to students through the National Secondary Education Scholarship Fund. The state grants money to assist families otherwise unable to meet the cost of their children's schooling. In 1984-85, lower secondary education students received 28.9% of scholarship monies, upper secondary education students received 17.8%, and vocational education students, 39.3%. Scholarships to technology students are higher due to the higher cost of technology courses.

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FEDERAL REPUBLIC OF GERMANY

Introduction

The Federal Youth Plan (1950) is the cornerstone of youth policy in West Germany. Youth is defined as the stage between childhood and adulthood, generally the ages between 14 and 21 (not old enough to be deemed legally mature). Schooling and vocational education have long played an important role in preparing Germany's youth for personal and professional development.

The German work force is about 22 million strong—42.7% of the population. This percentage is decreasing as there are now more people over the age of 65 and students are staying in school longer. In 1970 more than 50% of students left school at age 15 or 16; this is no longer so. Of this work force, 72% (79% for men, 60% for women) have undergone some sort of formal vocational training. (90% for men and 75% for women when only the 26-35 year-old age bracket is examined).

Vocational training is currently playing a larger role in preparing youth for a successful career. Of the 26-35 year old group, about 13% of males and 11% of females have attended university or college, while 73% of males and 64% of females have undergone vocational/trade training. This clearly indicates that in terms of the employment

market in Germany, vocational training courses are considered to be significantly more important than higher education.

Current attention is being focused on young people and others who have difficulty in obtaining employment. One test program provides a year of basic vocational training in a vocational field where up to 60 related occupations are combined, in order to allow young people an opportunity to delay their decision on a specialization until more knowledge about the field is gained. Model experiments have been launched to assist foreign youth residing in Germany to continue their education and enroll in vocational training courses.

Administrative Structure

Germany has a Federal Ministry of Youth, Family and Health which plays a major role, and since 1952, the Federal Employment Services (Bundesanstalt) has been responsible for numerous employment-related tasks. In addition to administering unemployment insurance, its two main functions are public placement services and vocational counseling. These tasks are performed at the headquarters, the nine regional offices and 146 local offices. This self-governing body incorporated under public law is representative of employees, employers and public bodies. Two further duties are the promotion of vocational training and the placement of apprentices.

The Federal government is assisted, on the statutory side, by The Working Party of the Supreme Youth Departments, and the Association of Local Authorities. On the voluntary side, assistance is given by the German Federal Youth Council, German Sports Council, the Standing Committee on Political Education, the Federal Association for Cultural Youth Work, the Federal Association of Socio-educational Programs for the Young, and the Federal Advisory Committee on Youth Problems.

Education

Schooling in Germany is the responsibility of the several states. Schooling is provided free and is compulsory from ages 6 to 18. Students must attend school full-time for 9 years (10 in some states) and then at least part-time for 2-3 years. In 1983, the total school population was 10.6 million and the cost of educating this group was DM 88 billion—92% paid by state and local authorities.

At age 10, students must decide what type of secondary school to attend. Results of an examination administered to all children are an important determining factor. Although the fifth and sixth grades provide an orientation phase to facilitate the decision-making process and to ease the transition, a common criticism is that the students are too young to make such a decision. School choice is often based on the social status of the parents, causing many social differences to be maintained and perpetuated through the education system. The four school choices are:

1. *Junior high* (Hauptschule), chosen by 30% of the students, completes the compulsory education and prepares students for occupations.
2. *Intermediate school* (Realschule) provides a middle level education and the basis for higher-level training in non-academic occupations. 25% choose this of whom 53.4% are female.
3. *Grammar school* (Gymnasium) is required for admittance into university. 30% choose this of whom 50.4% are female.
4. *Comprehensive school* (Gesamtschule) is available only in some areas. Schooling is carried out according to ability (i.e. students are tracked). Vocational familiarization instruction is part of the syllabus.

Some weekend and evening classes are offered in both grammar school and intermediate school curricula.

90% of junior high and intermediate school students pursue vocational training. Intermediate school graduates can go to senior technical schools for one to three years of study. Senior technical schools are the most popular full-time vocational schools. 25% of students achieve full occupational qualifications upon graduation. Others can take up apprenticeships or enroll in a polytechnical institute of higher education.

Higher Education

Higher education has grown tremendously in recent years. Between 1970 and 1983 over 200,000 new college places were created, at a cost of DM 30 billion. In 1960, there were 79,400 freshmen enrolled contrasted with 233,000 in 1983. The abolition of student fees and the provision of government grants have made the acquisition of a college education a goal for many young people who, in the past, would not have thought it possible. In the early 1950's only 6% of each age group attended institutions of higher learning; now 21.5% do. While in the past an admittance requirement was a grammar school diploma, now the policy is more liberal. Potential students who did not study in a grammar school, or who are already employed, can take an aptitude test to determine eligibility for admittance. A current goal is to provide college opportunities to over 20% of each age group.

As with primary and secondary education, the state assumes responsibility. The average length of study at universities and comprehensive universities is 6.5 years, while at polytechnical schools it is 3.8 years. There are 238 institutions of higher education: 57 universities, 9 comprehensive universities, 13 teacher training colleges,

15 theological colleges, 26 art and music colleges, 118 polytechnics.

Training

Vocational training plays an integral role in the preparation of German youth for adulthood. In principle, no youngster enters work without vocational training but, in fact, only 90% receive it. Of the remaining 10%, some don't desire it. In 1982, 50,000 youth could not find training places. The reasons for this include the fact that some don't have proper school graduation certificates, others are inflexible about the choice of training they desire, or they are children of foreign workers who face language and cultural barriers.

About 74% of German youth acquire vocational training either in full-time specialized vocational schools or under the 'dual system.' Under this system, they sign on with a firm and are trained in accordance with vocational orders applying to a particular trade. They learn on-the-job four days a week and spend one day a week at vocational school. The classroom time is divided into one-third general studies and two-thirds trade-oriented studies running from two to three and a half years. Students must take a state-approved exam upon completion of their apprenticeships; 85-90% pass.

At the start of 1984, 1.72 million youth were in vocational training (46% female) pursuing apprenticeships in 432 government-approved trades. The vast majority (46% male and 69% female) choose the 15 most popular careers. 45.5% of apprentices choose the industry and commerce sector, 41.1% trades, 7% liberal professions, 3% public administration and 3% agriculture.

More than half of the apprentices are in small establishments of less than 50 employees and consequently their training is very specialized. In an effort to broaden the skills learned, students have been able to attend inter-firm training centers since 1973.

The average cost per training space per year is considerable, paid mostly by the employer, not the government. Apprentices are paid "training money" which increases annually. The amount is about 20-40% of the initial wages of a skilled worker. This "training money" constitutes 50% of the expenditure on training, while 20-30% goes for instructors' salaries and the remainder for material. The expenditure for training apprentices is offset through 'productive performance' during on-the-job training.

Vocational Counseling and Placement

Obviously, young students need some guidance about what profession to choose. Vocational counseling is provided by the Federal Employment Services which is responsible for individual counseling, vocational orientation, and placement of apprentices. This is accomplished in the local employment offices and in periodic school visits. Some of the methods employed are group discussions with lectures and films, discussions at parents' meetings, and Self-Information Centers. On the students' own initiative, they can visit a center to peruse documents and audio-visual materials. Also available are career suitability tests. Various publications are distributed free and teachers can borrow audio-visual materials.

The Federal Employment Services is also responsible for the placement of apprentices. 60% of apprentices come from junior high schools, 30% from intermediate schools and 5+% from grammar schools. Young people who have no desire for vocational training can be placed in jobs by placement workers whose responsibilities also include the counseling of delinquents.

Private Sector

The private sector is quite involved in the training of German youth. In 1983, industry spent just under DM30 billion on vocational training. Under the "dual system" they play an integral role in providing on-the-job training. Large enterprises often have vocational schools of their own, which are inspected, recognized and funded by the state. These large firms select their trainees carefully. They have definite ideas on desired previous schooling and standards of attainment. They often administer admittance tests. Personal impressions and personal contact with the firms are important.

Allowances

Families receive tax-free child benefits under the Federal Child Benefit Act. All children under 16 and youth between the ages of 16-27 who are still in school or vocational training are eligible. High "training money" (over DM750 monthly) disqualifies one. In some cases unemployed 16 and 17 year-olds are eligible. The rates are DM50 for the first child, 100 for the second, 220 for the third and so on. Benefits are reduced if the parents' incomes exceed certain levels.

The German government provides some cost-of-living allowances and subsidies for students from disadvantaged families. At the university level, financial aid is available. Although no tuition or fees are charged, living expenses can be a burden. In 1982, 30% of all German students benefited from loans awarded on a need basis.

Youth Organizations

Youth are active in numerous youth groups, ranging from student groups to political groups to union groups. The youth movement, also called youth work, seeks to

unite individuals in their endeavors of "self-liberation and personality formation". Its function covers education in citizenship, international meetings, recreation, leisure support, and educational support during job selection, training and employment.

Aside from political, student and union groups, the Federal Youth Council, founded in 1949, is comprised of regional youth councils and various other youth organizations. Among its members are the Boy Scouts and Girl Guides, Junior Red Cross, German Youth Hostel Association and various religious youth groups. These organizations serve the recreational needs of youth and allow them to organize youth services.

Labor unions have devoted considerable resources to the development of educational, recreational and cultural activities for young workers. They form a large network of delegates and committees and strive to create strong leaders and build leadership skills. The German Federation of Trade Unions (DGB) is very active with youth. They hold large conferences, and have their own education centers where some 1,200 young workers a year attend residential seminars. They have their own Youth Department for coordinating youth activities among workers.

The labor union youth groups are experiencing declining membership. From 1979 to 1980 there was a loss of 200,000 members under the age of 25. Of workers below the age of 25, only 25% are organized compared with 35-40% of workers over 25. Several reasons account for this—a greater percentage of young people are staying in school longer, fewer entry-level jobs and apprenticeships are available in the strongly unionized older industries which results in more young people in the service sector where unionization levels are low, and there is a crisis in youth employment due to the recession.

The Council of Political Youth Organizations comprises numerous youth groups. An additional youth group which strives to foster European consciousness and cooperation is the Council of European National Youth.

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HUNGARY

National Policy

In the Hungarian People's Republic, the basic interests and aims of the state, the society and the youth are considered identical: all are directed toward the continual development of socialism. Thus the Hungarian Law on Youth (1971) is designed "to educate the young in socialist spirit, to foster the preparation of youth for its tasks and profession, and to take part in building and defending socialism." This policy has a direct impact on government action to prepare youth for employment, since work plays a primary role in forming the youth into socialist human beings.

Hungary's population in 1986 was 10,640,000. The number of youth 15-24 years was 1,357,000. Young adults between the ages of 15-29 accounted for 29% of active wage earners, 43.8% of whom were women. In Hungary, the notion of unemployment is unacceptable; the law says everyone must work if he is fit and able to do so.

Administration

Coordination and control of youth policy is in the hands of the State Committee of Youth. The jurisdiction of this Committee is extensive and includes everything from formulating financial aid policies for vocational students to issuing travel vouchers for youth wishing to go abroad on vacation. The Council of Ministers, the Ministry of Labour and the Ministry of Finance also play a large role in formulating youth policy, as does the Presidium of the Central Council of the Hungarian Trade Unions.

Education

The Hungarian education system has three stages. Education begins at age 6 in primary schools and is compulsory until age 16. All but 4% of these students then continue in secondary schools, which include grammar, technical se ondary, and vocational schools. The ratio of

students in grammar school to technical school is about 40-60. Children of workers and peasants make up 56% of students in grammar and technical schools, 80% in vocational schools. The dropout rate at the secondary school level is about 15%.

Students can enter vocational school immediately after primary school, in which case the average length of study is three years. Grammar school graduates who decide to learn a trade usually complete vocational training in one and a half years. Although grammar school is the traditional stepping stone in preparation for university and college education, an increasing number of students have opted to enter the work force rather than to continue their studies. This has been encouraged by recent changes in grammar school curricula designed to help prepare graduates for work immediately after graduation from grammar school.

Students can learn practical subjects, such as technical drawing, public administration, chemical analysis or participate in special divisions open to students who show a particular aptitude in certain areas. In these divisions, the number of classes per week is higher than average and incorporates special study groups, competitions and group tours to satisfy individual skills and interests.

Primary and secondary school education is free. Students in need are provided room, school meals, scholarships, and day care facilities. Secondary school students, university and college students can receive monthly stipends in addition to monthly social aid.

Young people in both primary and secondary school receive help from career guidance experts in considering career opportunities.

Training

In 1969, vocational schools were raised to the level of secondary schools. Although students acquire skilled worker qualifications at these schools, they do not receive a full secondary school education. Many young workers earn a secondary school degree by taking evening and secondary school courses at technical secondary schools.

Technical secondary schooling is a four-year program that offers both general education and vocational education; it also provides preparation for further higher education in the related fields at technical universities and colleges. Technical education is part theoretical and part practical. The curriculum of certain trades requires practical training in factories or other places in line with their training. This training is also available to grammar school students. A technical school certificate makes it possible for pupils to become technicians after a few years of work in their trade and some additional coursework. There also are skilled-worker training schools with 2-3 year programs.

Apart from the State educational system, there are other opportunities for self-education. Students take part in study clubs in special technical areas. The Society for the Dissemination of Knowledge offers training in many subject areas as extracurricular training options. Evening courses are a very well-subscribed way of improving skills in the Hungarian system.

Competitions are another means by which young people display their knowledge and skill in different trades. These are very popular and are often publicized on national TV.

Employer Participation

Plants and enterprises offer social educational scholarships to students who are willing to sign contracts to work for them after they complete their studies.

Youth and Labor Organizations

There is a united political and social organization of youth called the Hungarian Young Communists' League (HYCL) and a mass organization of children and youth leaders organized into pioneer teams called the Hungarian Pioneers' Association. Both these associations have the following rights and duties:

- to represent youth before state organizations, cooperatives, and social organizations
- to promote initiatives to improve work conditions and education of youth
- to protect the interests and rights of youth
- to support the activities of youth organizations

The Hungarian Communist Youth Union (KISZ) is the voluntary political mass organization of the Hungarian Youth. It assumes responsibility for assisting the education of young people "in the communist spirit and for mobilizing them to build socialism." It organizes cultural and sports activities and also plays an important role in practical implementation of workplace policy. The Union has around 31,000 primary organizations and more than 875,000 members.

Trade unions, which play an important role in representing the interests of their members, including young people, are the largest mass organizations in Hungary. There are almost 5 million organized workers—more than 96% of all wage-earners.

Military

The Hungarian Government believes that the socialist education of youth is not only the task of education-instructional institutions, but also should involve the armed forces. Young people not only attain the knowledge needed

for military services but also acquire experiences and technical knowledge that are useful in civil and professional life.

Allowances

Social aid provided for youth includes study aids and scholarships, preferential meals, medical treatment for students, free books, and day care centers for students who are parents. Young people who are starting their working life or setting up a family also can receive financial assistance in the form of allowances and bank loans.

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IRELAND

National Policy

The Government of Ireland has a strong commitment to youth employment and training programs. Since 1981 there has been a rapid expansion of youth programs which reflects a long-term commitment to investing in raising the skill level of its labor force. According to a medium-term plan of the Youth Employment Agency (see below), in response to a joint proposal of the Ministers for Education and Labour, the Agency recommends that the main objectives of Ireland's youth policies should be to (1) support and complement general economic policies aimed at increasing overall employment, and (2) address the structural problems in the youth labour market.

The 1981 Census recorded a total Irish population of 3,443,405. Youths from age 12 to 21 years accounted for 18.8 percent of the total with persons under 25 years of age comprising 47.8% of the total. The total of unemployed young people under 25 was 72,400, representing 31% of total unemployment. The success of youth in getting placed in the labor market is strongly related to educational attainment which, in turn, is related to class origins. Youth unemployment is highest among those from manual skills and small farm origins and lowest among those whose father is a professional, self-employed or large farmer.

Unemployment continues to be lowest at 15.4% among Higher Certificate leavers. The corresponding figure for group and Intermediate Certificate leavers was 35.7%. For those who leave school with no qualifications, the figure was 41.5%. The figures for male/female unemployment rate show that in the 15-19 age group, males had an unemployment rate of 12.7% and the females 12.4%. In the 20-29 age group the unemployment rate for males was 8.3% and for females was 5.0%.

Administrative Structure

According to the National Youth Policy Committee, appointed in 1983 to introduce a comprehensive National Youth Policy, Ireland's main youth policy strategy has been to develop a National Youth Service (NYS). The NYS, is an independent service based mainly upon existing youth organizations, a partnership of voluntary and statutory agencies responsible for the social and political education of young people. The goals of the NYS are to support private voluntary youth organizations in their activities, to inspire a democratic philosophy, and to encourage community-based cooperation. The NYS is administered at the national level by the newly-established Community Education and Training Division within the Department of Education.

The NYS was intended to strengthen the existing Youth Employment Agency established in 1982 by serving as a monitoring and coordinating body for youth employment and training schemes and by identifying new areas of job creation potential. The agency's directives have concentrated on (1) supporting community business, (2) improving access to loan capital for young people entering self-employment, and (3) recruiting young workers with specialist qualifications. The Youth Employment Agency is funded from the Youth Employment Levy—a one percent national tax on all personal income.

To assist youth in their job search, the Government established the National Manpower Service whose services are free of charge. Offices located throughout the country are staffed by placement and occupational guidance officers. Employers and trade unions are linked through the Manpower Consultative Committee at the national level and through Regional Manpower Committees.

Another government agency involved with youth policy is the Ministry of State for Youth Affairs which is attached to both the Department of Labour and the Department of Education. Finally, there is a high-level Committee of Ministers of State for Education, Labour, Health, and Justice.

Legislation not yet enacted at the time of the National Youth Policy Committee's Report provides for Local Youth Service Boards as the cornerstone of Ireland's youth service. The statutory responsibility given to these boards represents a partnership between existing youth organizations and the statutory agencies; the boards would support and coordinate existing services rather than supply them directly. They would be required to assess the needs of young people in their area and draw up priority-based programs for the provision of youth services. Board support to voluntary organizations would be financial in character.

Education

The Government recently approved a series of measures (outlined below) to improve the coordination of education, training and manpower services. It is intended that services to youth will be improved as a result of the Manpower Policy White Paper and the reform of educational curricula and structures.

Provision of transition services from school to work are undertaken both by the education system and the manpower agencies. The education system provides information services covering both careers and occupation choice, guidance and counseling, and training while responsibility for assisting those aged 15-18, who *leave* the education system, rests primarily with the National Manpower Service.

According to a Department of Labour School-Leavers Survey, in the 1984/85 academic year, an estimated 64,000 young people left second level education. Of those youths who left second level, 44.2% were employed by May/June 1986. An additional 27.9% proceeded on to higher education.

Training

Training continues to be the largest manpower activity supported by the Youth Employment Levy with 35,700 young people attending a variety of courses during 1985. Approximately one-fourth of secondary school-leavers were involved in a training or work experience program. Programs administered by the Youth Employment Service, funded through the Levy, are run by the following agencies:

1. AnCo provides three types of training:
   a. General vocational training, serving 70% of all trainees, is provided through its External Training Division.
   b. Community Youth Training Program (CYTP) trains youth in basic construction skills by involving them in the renovation of community facilities. 4,800 youth were enrolled in this program in 1985.
   c. Training for Apprentices takes place at AnCo training centers and centers within industry. 2,000 youth completed this training in 1985.
2. CERT is a national training body for hotel, catering, and tourism instruction. It operates two programs, the first of which is aimed at school-leavers and involves a 1-2 year course of study leading to craft and management positions. The alternative is enrollment in a shorter program.
3. ACOT offers a Certificate in Farming under a full-time one-year program or a part-time program over a longer period. In its first year of operation, 80 youths received their Farm Certificate.
4. The Community Training Workshop is administered by a joint AnCo/Youth Employment Agency Committee and is currently under development. Its aim is to combine basic vocational skills training with improved literacy, numeracy and other work skills.
5. In 1985, the Government approved eight pilot Community Training and Employment Consortia (COMTEC) to "bring together manpower and education authorities at the local level together with community organizations." The objective is to create a local planning, delivery, and monitoring system to improve the effectiveness of manpower services.

Under the National Manpower Service there is a Work Experience Program for youth under 25 who have left the education system. Under this program, young people can receive 26 weeks of on-the-job training. In addition to being paid a weekly allowance, for which the employer is reimbursed, the participant receives a certificate of work. Also administered by the NMS is the Enterprise Allowance Scheme to encourage unemployed young people who are currently receiving unemployment benefits to establish a business. Participants receive a weekly enterprise allowance and have the option of either a lump sum venture capital grant or an operating cost grant.

Community Service

There are five manpower programs designed specifically to help community groups and other voluntary bodies become involved in youth training, temporary employment and job creation. The CYTP and Community Training Workshops have already been mentioned. There is also the TEAMWORK Scheme whereby voluntary orga-

nizations can recruit unemployed young people aged 17-25 who are registered for six months with the NMS for temporary work. The projects are community oriented and include operating youth services, organizing "meals on wheels," sports coaching, etc. Under the Community Enterprise Program, the Youth Employment Agency provides financial and advisory assistance for groups involved in community enterprise. Financial support includes grants for product investigation and development, worker employment grants, start-up assistance and wage subsidies.

An additional impetus to training development has been the concept introduced by the European Community of the "Social Guarantee" for young people. The Resolution stating this guarantee requests that "member states do their utmost to ensure that all young people (particularly those without education or vocational qualifications) can benefit over a period of at least six months, following full-time compulsory education, from a full-time program involving basic training and/or an initial work experience to prepare them for an occupation." The Guarantee applies to two groups: (1) school leavers at or before Intermediate/Group Certificate level, and (2) other young people unemployed and in need of qualifications to secure employment. The purpose is to provide a full-time program of training and work experience through existing programs, such as AnCo External Training Division and the Community Training Workshops. The Social Guarantee Program is administered by the Youth Employment Agency.

Private Sector Involvement

In addition to employment grants and subsidies described above, the private sector offers five graduate employment programs to graduates in particular skill areas. The Youth Employment Agency, in conjunction with the Industrial Development Authority funds degree and diploma-holders in private industry for a one-year full-time job. The employer receives a subsidy from the Youth Employment agency, while the placement service is provided by the National Manpower Service. The five program areas include (1) STEP for graduates in the science and technology field, (2) MARKETPLACE for marketing students, (3) DESIGNPLACE, (4) European Orientation Programme for export marketing, and (5) Financial Graduates/Accountant Programme.

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JAPAN

National Policy

Japan considers its educational system to be the primary means by which youth are prepared for employment and through which personal and societal gains are achieved. The Japanese commitment to education is an old and honored one. In addition to imparting academic knowledge and vocational skills, Japan's educational system focuses on helping young people develop other traits considered crucial for a successful social life and career. These include diligence, self-criticism, well-organized and disciplined study and work habits, and a belief in the value of group goals above individual interests.

Japan is engaged in a major education reform effort. Recommendations for change by an OECD study group and various business groups combined with public opinion and youth surveys show increasing dissatisfaction with the system. In an effort to reevaluate its educational policies, Prime Minister Nakasone established the National Council on Educational Reform to report directly to him. The Council's recommendations have stressed the importance of increasing individuality, choice, and flexibility in

the system. Government and school officials are now looking toward a more general structure of education as a means of cultivating creativity and an ability to adapt and solve problems. There is also increasing support for loosening centralized control over education.

Japan's total population is 120 million, of which roughly 17 million or 14.2% are youths ages 15-24. Because Japan has a very high rate of advancement to upper secondary schools, the ratio of youth ages 15-19 in the total population of wage earners is less than 20%. Despite a slowing down of Japan's economic growth, available information indicates that Japan does not have a youth unemployment problem.

Administrative Structure

At the national level, the Youth Affairs Administration of the management and Coordination Agency in the Prime Minister's Office establishes general national policies for youth and is responsible for coordinating the activities of the many related ministries that carry out a variety of youth-related programs. Major among these are:

- Ministry of Education, Science and Culture, which promotes family, school, social, educational, cultural and UNESCO activities
- Ministry of Labor, which promotes the protection, welfare, vocational training and employment of youth
- Ministry of Home Affairs, which is responsible for matters relating to local government youth policies.

There also exists at the national level a Juvenile Problem Council to advise the Prime Minister on fundamental policies concerning young people, such as education, guidance, protection and correction.

At the local level, youth program responsiblity is lodged in each of Japan's 47 prefectures. Each local body has an office and a council having functions similar to those of the Youth Affairs Administration and the Juvenile Problem Council.

Education

Japan's educational system follows a 6-3-3 pattern with schooling compulsory through the 9th grade (age 15). Grades 1-6 are referred to as elementary school; 7-9 as lower secondary; and 10-12 as upper secondary. Student participation rates are very high; almost 100% at the compulsory level. According to 1984 figures, the percentage of those advancing to the upper secondary level, which is neither compulsory nor free of charge, is around 94%. Fewer than 1% of the remainder do not go on to some sort of vocational training or work. Although the rate at which young people drop out of high school and higher educational institutions appears to be increasing, it still remains very low and has not yet created major youth unemployment.

During compulsory school years no distinctions are made between students on the basis of ability or achievement. There are no separate tracks, ability groups, remedial programs, or student electives. Passage from compulsory schooling to upper secondary schools is not automatic and requires a formal application and entrance exams which are notoriously rigorous. A student's performance on these exams has a heavy impact on his/her future social and economic status.

All Japanese high school students enroll in either an academic or vocational program, but the course work in the first year is the same for all students. About 49% of upper secondary schools offer academic programs, 23% are vocational high schools, and 28% are comprehensive, offering both types of programs. Both vocational and college preparatory programs are primarily academic in nature. Even in the vocational schools, instruction in academic subjects rarely deviates from the lecture approach. Little time is spent on supplementary materials or training.

For the Japanese, awareness of the world of work means an understanding and commitment to cooperative behavior, diligence and discipline. Regarding specific vocational training, about 8% of the lower secondary school curriculum is devoted to industrial arts and homemaking. Formal vocational education does not begin until compulsory education is completed. There are five categories of educational institutions which prepare non-university-bound youth for entry into the labor market: upper secondary schools, technical schools, special training schools, junior colleges, and miscellaneous schools.

Career guidance in secondary high school varies considerably but is most often left to the homeroom teacher. Each high school also has a chief guidance officer who, as a regular teacher, often has no prior training in guidance. It has been said that this system "negatively affects both professionalization of this post and the development of career guidance." Whereas the provision of information about educational options and specific firms is readily available, there is little information on occupations in general. The success of "guidance" to students and parents is largely measured by the number of students gaining admission to top schools or companies.

Increased dissatisfaction with the current education system stems from the high costs of education borne by the family and the diminishing returns to the graduates themselves. The Economic Planning Administration has noted that there is a rising proportion of higher education graduates in blue and gray collar jobs, a lower income differential compared to high school graduates, with prospects of movement to managerial posts dwindling with increased competition. This is largely explained by the phenomenal increase in the average level of education for youth.

Training

Technical colleges were established in 1962 to produce skilled technicians, primarily in the engineering and merchant marine fields. They offer 5 to 5- 1/2 year programs—mostly to male students. There are also special training schools, established in 1976, that exist at the upper secondary school level and the postsecondary level. They are usually 2 to 3 year programs offering training in engineering, agriculture, medical care, nursing, commerce, home economics, and the arts. The number of special training institutions has grown rapidly and, in 1985, student enrollment totaled 538,000. The miscellaneous school, or practical training institute, offers training in such areas as bookkeeping, automotive repair, computer techniques, dressmaking, and cooking. Junior colleges provide both general education and vocational education courses, but are primarily for women who make up 90% of the enrollment.

The Science and Vocational Education Council, in a recent discussion on vocational education at the senior high school level, reported that new courses in the fields of information processing and electronic communication are needed to cope with technological innovations. However, they also stressed the importance of giving students broader academic courses so they may learn the skill of wide application in order to keep up in fields that rapidly change. It also suggested that a cooperative relationship be developed among schools and training centers in order to make vocational programs open and flexible.

Post-compulsory vocational training also is offered outside the formal education system. Programs of Japan's largest companies are of particular importance. The education and training they provide is designed to enhance the productivity and flexibility of their work force. However, the common view of management in Japan's private sector is that employees have an obligation to develop themselves, often on their own time.

Japan has a national vocational training law with provisions for the funding of both public and private enterprises. Under this law, the government provides a variety of incentives, including training allowances for the unemployed, financial assistance to small and medium-sized firms, grants for educational leave, and advisory services. Through the Ministry of Labor, the Government also sponsors basic training, skill improvement training, retraining for new occupations, and instructor training. This program has not been successful in attracting job seekers, largely because employers have not recruited heavily from these programs.

Placement

A major factor in the smooth transition of Japanese students from secondary school to work is the fact that Japan has an effective job referral system. The Employment Security Law of 1947 provides for three types of vocational guidance and placement for new graduates. All three are based on close cooperation among schools, employers and the employment service. In the first type of placement, Japan's employment service, called the Public Employment Security Office (PESO), operated by the Ministry of Labor, has primary responsibility with the schools playing a secondary role. The second type of service permits school principals and university and college presidents to share part of PESO's duties. This is the most common method of school-leaver job placement and guidance with over three-fifths of the senior high schools and all junior high schools participating. Under the third method, covering a third of senior high schools and most colleges and universities, school officials conduct free placement services in agreement with the Ministry of Labor.

The PESO process begins with companies determining their manpower needs and communicating with school officials, through PESO, which then lines up potential candidates to fill the job vacancies. In placement of both secondary high school and university students, there is little direct application by students to employers. It is the PESO office which serves as the link to employers. Job placement activities for new high school graduates are considered very successful. In 1980, the schools and PESO placed 75% of all new graduates. PESO does not play as significant a role at the university level. The PESO program is considered successful because of active involvement of employers, trust among employers, schools and PESO officials, focus on entry level jobs for youth, good communication, and an emphasis on opportunities in small and medium businesses.

Private Sector Involvement

The close linkage between university affiliation and career opportunity has been a characteristic of Japanese higher education since 1877. There is a pronounced preference by main public and private employers for graduates of a few high status universities, especially the University of Tokyo and Kyoto University. The linkage persists because employers know that given rigorous competition for admission, anyone who is accepted into a top university has high scholastic ability, perseverance, and commitment to hard work—all of which are valued in leadership positions.

In a 1979 survey of employer's criteria in hiring, there was an increased emphasis on general scholastic intelligence and adaptability over skills in specific job areas. Another inquiry showed that employers of high school graduates valued cooperativeness, while employers of college graduates valued the ability to make sound judgments.

Among new graduates, employers favor males over females and higher education graduates over senior or junior high school graduates. In 1974, 70% of all firms trained new college graduates, two-thirds trained high school graduates, and 55% trained junior high school graduates.

The traditional pattern of recruitment is of direct employer contact with university faculty or department head. Thus the status of the university, the personal connections of faculty members, and the availability and effectiveness of university placement offices all play a large role in determining which students get placed where.

The occupational skill training in regular and special schools and in public education is considered inadequate by many employers both in the number of available places of training and the type of training. Thus, many Japanese employers offer informal on-the-job training to new recruits. This training is intended not only to provide the technical skills needed to maintain a high level of quality control, but also to develop work group loyalty.

Although there is a widespread belief that most Japanese workers receive considerable formal training, its extent and character very greatly among firms. In fact, when compared to formal apprenticeship training of youth in other countries, the amount of training is not so impressive. It is only the large companies that are the major providers of a wide range of continuing education and training and they account for only about 27% of the work force. This leaves the majority of the nation's work force employed by small business or self-employed and not benefiting from these training opportunities. The duration of formal internal training is also short. In 1980, two-thirds of all firms offered training lasting no more than ten days. Only 3.8% of firms offered training periods of six months or more. Estimates by private companies of expenditures on formal education and training come to only 1.7% of all labor costs in 1978.

Almost one-third of Japanese wage and salary workers are organized in trade unions. Enterprise trade unions—firm-specific rather than industry-specific—predominate, accounting for over 93% of all trade unions. This factor makes for higher rates of membership in the larger firms and for higher rates of male participation.

Youth and Other Organizations

Because participation in group activities is considered to be a very important way of character building in the Japanese context, youth group activities are promoted and financial assistance is provided by the Government. The major non-governmental coordinating organizations include: National Assembly for Youth Development (NAYD); the National Council of Youth Organizations in Japan (NCYOJ), an umbrella group of 25 major youth organizations with 15.3 million members.

Despite a proliferation of youth organizations, participation has collapsed in recent years in the course of urbanization of the country. The rate of participation in group activities among working youth was 18.4% in 1972, mostly in sports and recreational activities.

Japan has an extensive International Youth Exchange program conducted by the Government and voluntary organizations. Government programs include the Japanese Youth Goodwill Mission Program, which sends youth from age 20 to 29 overseas for stays of one month or less, the Ship for Southeast Asian Programs, to promote understanding with Southeast Asian nations, and the Japan-China Youth Goodwill Exchange Program. The Government also subsidizes international organizations in the vocational training field. Organizations involved in overseas training include the International Vocational Training Competition, the Overseas Training Program for Young Farmers, the Overseas Cooperative Volunteers Program, and the Japanese Agriculture Training Program in the U.S.

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NORWAY

National Policy

Only during periods of economic stagnation do employment problems reach serious proportions for Norwegian youth. Thus much of Norway's efforts in youth policy are aimed at dealing with "leisure problems."

Important elements of Norway's policy are: 1) inclusion, participation and responsibility form the central elements of public youth policy, 2) youth policy should provide a stimulus for active selection of values and for ethical and philosophical involvement, 3) youth policy must be coordinated at all levels, and 4) voluntary youth orga-

nizations should be financially supported and an active recreation policy pursued.

Norway is considered to be a welfare state. More than 35% of Norway's 1986 budget is earmarked for social purposes. Norway prides itself for being far ahead of many other industrial countries in social equalization. It has one of the highest standards of living in the world. Unemployment is quite low and health and social security systems are well developed.

The population of Norway, as of 1984, was 4,158,000. The number of youths aged 16 to 19 was 280,000; 20 to 24 year-olds numbered 317,000. It is anticipated that these figures will rise until 1990 and then decline. 1985 saw a strong growth in employment by a total of 63,000. This growth was particularly great among women and young people.

Administrative Structure

In 1981 the Government prepared a Storting (Norwegian National Assembly) Report on youth policy. This was supplemented by two additional reports in the Storting in 1983, both of which received broad support. What the Storting decided was not to create one single administrative unit charged with the formulation of youth policy, but rather to have responsibility for the specific areas remain with the relevant ministries.

At the national level, coordination is achieved through the Interdepartment Youth Committee (IDU) consisting of two bodies—a committee of state secretaries and a separate committee of officials and civil servants. The Secretariat for both committees rests with the Department of Youth and Sport, established in 1984. The Government also has appointed a Special Advisor on Youth Policy.

The Norwegian State Council for Children and Youth (STABUR) plays an important role in the coordination of youth policy. It is an advisory and coordinating body whose function is to link private youth organizations and the authorities. Again, its Secretariat lies within the Department of Youth and Sport. STABUR has three main objectives: (1) to advise the Government of youth policy issues, (2) to act as a forum for ideas in shaping youth policy, and (3) to stimulate unconventional policy measures for youth.

The Norwegian Youth Council (LNU), established in 1980, acts as a spokesman for youth organizations to the Government. Thus it works very closely with STABUR. In fact, LNU plays a primary role in the selection of members to STABUR. STABUR has 11 members, six of whom are appointed freely, LNU proposes three members, and organizations involved in public youth work propose one. The chairman and deputy chairman are appointed by the Government.

The main responsibility for youth policy in the municipalities and counties rests with municipal and county councils. The work of the municipalities is concentrated in areas of education, commercial and industrial policy, health, culture and education. The counties' involvement relates to the everyday life of young people in the school, workplace, home and recreation.

Education

Education in Norway is the joint responsibility of the Government, the county and municipality. Compulsory education is the responsibility of individual municipalities, while upper secondary school comes under the jurisdiction of the county and higher education under the Central Government. However, the Central Government is responsible for compulsory and upper secondary school in matters such as legislation, financing, research and development. All education is funded through taxes.

Compulsory school begins at age 7 and lasts for nine years. The first six years are considered primary school and the next three, lower secondary. Since 1974 an attempt has been made to integrate physically and mentally handicapped children into regular schools.

Upper secondary follows compulsory school with both vocational and general education available. Most students in upper secondary are 16 to 18 years- old but the schools also take older persons who wish to resume their education. Subjects include: general education, fishing and maritime, business, clerical and commercial, industrial courses, and social and health studies. There are separate schools for agriculture. All young people are entitled to three years of upper secondary education. However, there is a shortage of space in vocational studies which the Government plans to rectify.

At the higher education level, there are regional colleges offering programs in general education, engineering, education and management, as well as folk high schools, universities and scientific colleges.

Training

Norway offers a "youth guarantee" to all young people under 20 years of age. The program usually involves training or apprenticeships in public or private enterprises for those who did not apply or were not accepted into schools and are thus unemployed. It is administered at the national level by the Ministry of Labor which works with the educational institutions and employment offices in identifying specific work opportunities.

Military

There is general **compulsory service** for men in Norway. The initial term is 12 months in the Army and 15 months in the Navy and Air Force. The men are then called in for additional training every 3 or 4 years. Women are permit-

ted to serve in the defense forces on an equal footing with men as officers or sergeants on a voluntary basis. However, they are excluded from combat units.

Youth and Labor Organizations

Organizational activity in Norway is very high. Over 90% of 14 years-olds and over 80% of the 16 year-olds are members of organizations. They are fairly evenly distributed with regard to gender and social background. The order of preference of clubs is sports, recreation, choirs, and religious.

In 1984, 57 children and youth organizations received state support. They represented a total membership of 430,000, not including membership in sports organizations. The Norwegian Confederation of Sports numbers 533,000 members under age 17.

Norway supports a wide range of recreation activities aimed at alleviating special youth problems. The State supports all kinds of sports organizations, funds recreational facilities which include everything from orienteering maps to indoor swimming pools. The concept of "health sport" was launched 30 years ago for groups with special needs. International sports cooperation is also a broad-based program of courses, seminars, conferences, project work and information sharing. To facilitate international sports coordination, a permanent sports committee was established by the Council of Europe to represent both voluntary organizations and public bodies. Two similar organizations are the International Work Group for Sport and Recreation Facilities (IAKS) and the Norwegian Confederation of Sports.

Political organizations have received state support since 1953 in line with other organizations. Their function is the recruitment and schooling of youth for participation in the political parties. It seems that ideologically-oriented organizations are losing ground to organizations which focus more on leisure activities.

Private Sector

Norway has a long tradition of trade union democracy. Around 65% of the country's 1.8 million wage earners are members of trade unions. The Norwegian Federation of Trade Unions (LO) is the oldest (formed in 1899) as well as the largest with 768,000 members constituting 42% of all employees. The bulk of the members are industrial workers and public administration employees. The Norwegian Employers Confederation (NAF) has 10,000 member firms.

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SWEDEN

National Policy

Youth unemployment is just as serious a problem in Sweden as in other Western European countries and the U.S., although the proportion of unemployed under 25 is not as dauntingly high in Sweden. In the struggle against unemployment today, schools have acquired a rapidly increasing share of responsibility for outgoing activation measures. Responsibility for young people is now clearly divided between the school system and the Employment Service.

There has been a shift in Swedish labor market policy from the company-target forms of aid used in the late 70's to the promotion of economic adjustment and growth by means of more efficient and better-equipped Employment Services offices and stronger training programs. At the same time, targeted employment-generating programs for youth, the unemployed, elderly and disabled are given high priority. Very large resources have been invested in these selective market policy programs, and, with specific reference to youth policies, have produced positive results in terms of training and employment.

Full employment has remained the primary objective of Swedish economic policy since World War II. The Swedish Government has used 4 types of labor market programs. These are (1) employment and counseling services, (2) programs to influence labor supply (mainly labor market training and relocation incentives), (3) programs to influence demand for labor (temporary employment, disabled wage subsidies, recruitment incentives), and (4) cash benefits for the unemployed.

Of the roughly 8.3 million people who live in Sweden, about 1 million are between the ages of 16 and 24—about 12% of the country's population. The number of young people is expected to grow until the year 2000 and decline thereafter.

The minimum age for entering the job market is 18 or older. As of March 1984 people aged 16-24 accounted for about 27% of all registered unemployed. The figures show that youth with only compulsory school are overrepresented among the unemployed. However, more recently the number and share of unemployed with upper and secondary school training has grown, especially among female graduates from 2 year vocational programs which prepare for female-dominated service occupations. Of those leaving compulsory school in 1979, 4% of the males were unemployed and 10% of the women were unemployed. In contrast, among youth entering after upper secondary school, only 3% of the female were unemployed. The figures for males are complicated by compulsory military service.

Administrative Structure

The Swedish school system is responsible for all programs involving young people aged 16-17. Responsibility for finding employment for young people aged 18 and above rests with the Employment Service.

Administratively speaking, the structure of the Swedish school system is unmistakenly hierarchic. A great deal of implementation is entrusted by the Ministry of Education and Cultural Affairs to the National Board of Education. At the regional level the county education boards are responsible for the direct political management of schools, as the local education committees are at the municipal level. The State, however, assumes a greater share of financial responsibility for schools than do municipalities.

Since 1984, when Parliament changed the administration of labor market training, the Labor Market Administration has purchased the necessary resources for labor market training. Prior to that time the National Board of Education shared this responsibility with the Labor Market Board.

Education

The Swedish educational system has undergone a continuing series of reforms since the 1950s. At the base is a 9 year compulsory school for 7 to 16 year-olds which is comprehensive and non-vocational. Some separation takes place in grades 7 to 9 as students choose elective subjects that prepare for different streams in upper secondary school. To reduce differences among socioeconomic groups, some entrance requirements for upper secondary school were removed in 1982.

About 5-10% of pupils leave compulsory school without full completion. The majority (94%) of school-leavers proceed directly to upper secondary. The dropout rate from upper secondary school is about 20%. There is little regional variation in continuation rates with differences being primarily due to class, gender or country of origin. The continuation rate is about 92% for those whose parents have higher education but only 75-80% for the children of unskilled workers. Immigrant youths in 1980 had a continuation rate 10% lower than the national average.

Of those who completed the 3 and 4 year upper secondary course, 32% of males and 43% of female entered higher education institutions. Females in the labor force have a slightly higher level of attained education than males, and there are great differences in the type of education followed. The most popular choice among girls are for consumer, nursing and clerical studies. For boys, the choices are building, electro/telecommunications, the technical line and motor engineering.

In terms of preparation for work, starting in compulsory school pupils in the 6th year or earlier receive information about training and educational opportunities and job possibilities from counselors or trained teachers. An established feature of the last year of compulsory school has been that each pupil should spend two weeks in one or more private and public workplaces, mainly in work observation (PRYO). Starting in 1982, Practical Working-life Orientation (PRAO) was formed to give 6 to 10 weeks in a variety of firms to youths before 9th grade. This scheme has the additional aim of counteracting sex-stereotyped occupational choices. The pupils' choices of work places must be combined such that boys become acquainted with occupations where women predominate and visa versa.

In 1980, the compulsory schools became responsible for outreach and follow-up of school-leavers under 18 not enrolled in upper secondary school. Each youth is offered an educational, training, practical work experience or a job opportunity under the terms of the "Youth Guarantee." This Guarantee entitles young people aged 16-17 to "youth jobs" which are assigned to them by the school system. The job usually runs for 6 months. In late 1983, more than 21,000 young people had youth jobs.

The Revised Swedish Compulsory School Curriculum of 1983 instituted a few innovations which may better prepare youth for the workplace. Upper secondary school integrates theoretical and vocational study programs and in the past few years there has be a perceptible shift away from theoretically oriented programs. For example, elements of technology, previously only compulsory at a senior level, are introduced at the lower secondary level, as is home economics. Also introduced has been a project study program during which 12 periods per week at the senior level are devoted to in-depth studies in a limited field.

Training

A number of special labor market programs have been instituted and programs for occupational orientation and

practical work experience are available to all students. Nearly all youth have worked during vacations or during school. In addition to the vocational training outlined above, there are 3 main government programs which prepare youth for the workplace: (1) relief work projects aimed at providing temporary jobs, (2) labor market training in special centers, educational institutions, or firms, and (3) youth team projects for hard-core unemployed.

Relief work programs are used by youth as a means of obtaining work experience and of trying out jobs. Relief work grants cover 50% of relief workers labor costs and is available in the private sector for those 18 and over and in the public sector for persons over 20. The program has become so attractive that many students have been attracted away from upper secondary school training in favor of temporary jobs. An average of 27,000 persons were employed on relief work projects during the 84-85 fiscal year. In 1980 it was decided that for 16-17 year-olds the program would be replaced by a new program called vocational introduction. This program places out-of-school 16-17 year-olds in subsidized work places for a maximum of 40 weeks. Participants receive normal student aid plus additions offered by local governments. The youth contracts are negotiated between employers and trade unions.

Labor market training takes the form of specially arranged courses under the Labor Market Training Group—a new authority consisting of a central board and 25 regional commissions. The courses take place at labor market training centers and are mostly vocationally-oriented. This training is free of charge and participants aged 20 or over receive training grants. In 1983, there were 38,000 people involved in labor market training with young people aged 25 and under comprising 34%. Of those, 42% were women.

A policy instrument for youth adopted in 1984 is the "youth team" concept. All 18 and 19 year-olds who cannot be placed in jobs in the open market, educational system, or in labor market training are entitled to an opening in a youth team at a central, county, or municipal government agency or in a Church of Sweden congregation. In normal cases, the youth work four hours a day and receive a normal wage. The purpose of the new scheme is to create a social welfare safety net for an age group which has had a high unemployment rate. During the first half of 1984, 44,000 youths were assigned to youth teams.

There also are recruitment subsidies payable to private firms and public employers. These were introduced to facilitate recruitment of job-seekers aged 18-24.

Private Sector

Given the fact that Swedish youth are relatively well prepared for the world of work, an explanation for youth unemployment seems to be that employers demand more preparation for work than they used to and they are not willing to supply more preparation as on-the-job training. This has been attributed primarily to the increase in the relative wages of youth and job security legislation. There is no minimum wage law in Sweden. Contracts provide special wage rates for those under 18, but adult rates are applied for those 18 and over.

About a fourth of all employees in the private and public sectors participate in organized, employer provided on-and-off-the-job training. In the private sector, such training is about half as common among 16-24 year old males and females as it is among 24-35 year olds. Organized training is particularly common in banks and insurance companies, about average in incidence in manufacturing firms, and much less frequent in construction, hotels and restaurants, commerce and transportation.

As part of its policy to influence the demand for labor, the Government funds four kinds of in-house training: (1) bottleneck training for skilled jobs where there is a shortage of labor, (2) training for structural change, (3) training for redundant workers, and (4) training for the underrepresented sex. Other employment promotion measures are orders to industry, where the Government can place orders with firms considering labor layoffs and temporary employment subsidies discussed above.

There are a limited number of apprenticeships, subsidized by the Government, that are available in the traditional artisan sector, construction and personal service occupations. Some youth also receive practical and theoretical vocational training in a small number of Government-subsidized company schools.

Youth and Other Organizations

About 60% of all young people aged 7-25 are members of at least one youth organization and many belong to two or more, the government pays for approximately half of youth organization costs. There are approximately 70 youth organizations that qualify to receive government subsidies. To be eligible, an organization must have at least 3,000 members aged 7-25 and maintain local branches in at least half of Sweden's 23 county areas.

Two-thirds of all boys who are members of an association are members of a sports association, as against half of the girls. Membership in religious organizations is more common with girls. Political youth organizations attract over 4% of young people.

Military

Military service is compulsory in Sweden for every man between the ages of 18 and 47. Length of training varies according to the duties of conscripts, but most average 7 to 10 month periods of basic training followed in alter years by 5 maneuver periods of 18-25 days each in combat

units. Technical training received is transferable, depending upon the civilian job.

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IV. Appendix

ORGANIZATION FOR ECONOMIC COOPERATION AND DEVELOPMENT: COMPARATIVE DATA[1]

Because of frequent statistical-revisions, figures may be noticeably different from those published in the preceding 'OECD Member Countries.' a) Standardized unemployment rates.	AREA	AGRICULTURAL AREA	TILLAGE	POPULATION		CRUDE BIRTH RATES
	1,000 sq. km 1983	1,000 sq. km 1983	1,000 sq. km 1983	thousands	per sq. km	per thousand
AUSTRALIA	7,686.3	4,916	465.7	15,540	2	15.5
AUSTRIA	83.9	35	15.2	7,552	90	11.7
BELGIUM	30.5	14	7.7	9,852	323	11.7
CANADA	9,976.1	702	462.8	25,150	3	15.0
DENMARK	43.1	29	26.4	5,111	119	10.1
FINLAND	337.0	25	23.6	4,882	14	13.4
FRANCE	547.0	313	187.2	54,947	100	13.8
GERMANY	248.6	121	74.5	61,175	246	9.5
GREECE	132.0	92	39.7	9,900	75	12.8
ICELAND	103.0	23	0.1	240	2	17.1
IRELAND	70.3	58	9.7	3,540	50	18.1
ITALY	301.2	173	122.2	56,983	189	10.5
JAPAN	372.3	54	48.1	120,018	322	12.4
LUXEMBOURG	2.6	1	0.6	366	141	11.5
NETHERLANDS	37.3	20	8.6	14,420	387	12.1
NEW ZEALAND	268.7	146	4.7	3,258	12	15.8
NORWAY	324.2	9	8.5	4,141	13	12.1
PORTUGAL	92.1	41	35.5	10,129	110	13.6
SPAIN	504.8	312	205.1	38,387	76	12.5
SWEDEN	450.0	37	30.0	8,337	19	11.3
SWITZERLAND	41.3	20	4.1	6,507	158	11.6
TURKEY	780.6	356	263.9	48,825	63	29.9
UNITED KINGDOM	244.8	187	69.8	56,488	231	12.9
UNITED STATES	9,372.6	4,314	1,899.1	236,681	25	15.6

(1) *Source:* OECD *Observer*, No. 139, March 1986.

Appendix (Continued)

	TOTAL CIVILIAN EMPLOYMENT			
	thousands	*of which:*		
		Agriculture Forestry and Fishing %	Industry %	Services %
AUSTRALIA	6,471	6.2	28.1	65.7
AUSTRIA	3,201	8.5	37.3	54.2
BELGIUM	3,579	3.0	30.3	66.7
CANADA	11,000	5.3	25.9	68.8
DENMARK	2,457	6.7	26.8	66.5
FINLAND	2,404	12.2	32.6	55.2
FRANCE	20,941	7.9	33.0	59.1
GERMANY	24,822	5.6	41.3	53.1
GREECE	3,501	29.4	27.8	42.8
ICELAND	114	10.6	36.8	52.6
IRELAND	1,096	16.6	29.2	54.2
ITALY	20,422	11.9	34.5	53.6
JAPAN	57,660	8.9	34.8	56.3
LUXEMBOURG	158	4.4	33.6	62.0
NETHERLANDS	4,965	5.0	26.9	68.1
NEW ZEALAND	1,281	11.2	32.1	56.7
NORWAY	1,970	7.1	28.3	64.6
PORTUGAL	4,068	24.5	34.8	40.7
SPAIN	10,382	18.0	32.7	49.3
SWEDEN	4,255	5.1	29.8	65.1
SWITZERLAND	3,142	6.7	37.7	55.7
TURKEY	15,046	58.2	17.0	24.8
UNITED KINGDOM	23,657	2.6	32.9	64.5
UNITED STATES	105,005	3.3	28.5	68.2

Appendix (Continued)

	TOTAL LABOR FORCE			UNEMPLOYMENT RATE as % of total labor force	
	thousands	of which Females %	Female Labor Participation Rate %	1984	1985
AUSTRALIA	7,180	37.6	52.7	(a) 8.9	(a) 8.2
AUSTRIA	3,332	41.0	55.2	(a) 3.8	. .
BELGIUM	4,214	39.2	49.6 1983	(a) 14.0	(a) 13.2
CANADA	12,474	42.0	61.2	(a) 11.2	(a) 10.4
DENMARK	2,720	45.6	74.2 1983	8.5	. .
FINLAND	2,600	47.2	74.0	(a) 6.1	. .
FRANCE	23,830	41.4	54.7	(a) 9.7	(a) 10.1
GERMANY	27,612	38.5	49.4	(a) 8.5	. .
GREECE	3,811	34.6	40.0 1983	8.1	. .
ICELAND	116	29.3	. .	1.7	. .
IRELAND	1,314	29.4	37.9 1983	15.5	. .
ITALY	23,414	34.7	41.1	(a) 10.2	. .
JAPAN	59,271	39.6	57.2	(a) 2.7	. .
LUXEMBOURG	161	33.5	. .	1.9	. .
NETHERLANDS	5,896	33.6	39.8 1983	(a) 14.0	(a) 13.0
NEW ZEALAND	1,371	35.2	45.8 1983	5.7	. .
NORWAY	2,031	42.9	66.1	(a) 3.0	(a) 2.5
PORTUGAL	4,544	40.9	53.2 1983	8.9	. .
SPAIN	13,675	29.7	32.7	(a) 20.1	. .
SWEDEN	4,391	46.9	77.4	(a) 3.1	(a) 2.8
SWITZERLAND	3,177	37.0	48.8 1983	(a) 1.1	(a) 1.0
TURKEY	18,516	30.3	43.0 1983	16.0	. .
UNITED KINGDOM	27,012	40.1	59.0	11.2	11.6
UNITED STATES	115,241	43.3	62.8	(a) 7.4	. .

YOUTH AND AMERICA'S FUTURE:
THE WILLIAM T. GRANT FOUNDATION COMMISSION ON WORK, FAMILY AND CITIZENSHIP

American Youth: A Statistical Snapshot (July 1987)
James Wetzel

Drawing on the latest, statistically reliable government surveys, this demographic review captures much of the diversity inherent in a collective portrait of American 16–24 year-olds. Includes data on marriage, childbearing, living arrangements, income, education, employment, health and juvenile justice. Historical trends as well as future projections are presented along with *12 charts, 18 tables.*

Current Federal Policies and Programs for Youth (June 1987)
J.R. Reingold and Associates

Who is doing what for youth in the federal government? This concise survey of current federal policies and programs for youth in Education, Health and Human Services, Labor, Justice and Defense provides a one-of-a-kind resource for researchers, practitioners, analysts and policymakers who want quick access to accurate information about federal youth policy. *Includes state-level allocation tables.*

Youth Policies and Practices in Selected Countries (August 1987)
Rosemary George

Presents the salient features of the post-compulsory education and training policies of 11 foreign countries designed to smooth the transition of non-college bound youth into the workplace. The countries are: Australia, Britain, Canada, Finland, France, West Germany, Hungary, Ireland, Japan, Norway and Sweden. *Includes tables.*

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